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Social protection, hearing on S.1779.

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SOCIAL PROTECTION

HEARING

BEFORE A

SUBCOMMITTEE OF THE
COMMITTEE ON EDUCATION AND LABOR
UNITED STATES SENATE

SEVENTY-NINTH CONGRESS

SECOND SESSION

ON

S. 1779

A BILL TO AUTHORIZE THE FEDERAL SECURITY ADMINISTRATOR TO ASSIST THE STATES IN MATTERS RELATING TO SOCIAL PROTECTION, AND FOR OTHER PURPOSES

WASHINGTON, D. C.

MARCH 9, 1946

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SOCIAL PROTECTION

SATURDAY, MARCH 9, 1946

UNITED STATES SENATE,
COMMITTEE ON EDUCATION AND LABOR,
SUBCOMMITTEE ON HEALTH AND EDUCATION,
Washington, D. C.

The hearing was called to order at 10:10 a. m., in Room 424B Senate Office Building, Senator Claude Pepper, Florida (chairman), presiding.

Present: Senators Claude Pepper, Florida; Walter F. George, Georgia; George D. Aiken, Vermont.

Also present: Mr. Charles Kramer, staff director, Subcommittee on Health and Education.

The CHAIRMAN. The committee will come to order, please.

The bill we are to discuss this morning is S. 1779, the purpose of which is to continue the Social Protection Division of the Federal Security Agency. During the war, this Division has done magnificent work, in collaboration with the Army, the Navy, and other governmental units, in repressing organized vice and prostitution in the neighborhood of military camps, and in developing methods of retraining and guiding wayward girls and juvenile delinquents.

The marked rise in venereal disease rates since the end of the war indicates a pressing need for the continuance and expansion of the work of the Social Protection Division. The fact that today the greatest rises in venereal disease rates are found in the home towns of soldiers and sailors, rather than in the towns bordering the military camps, shows that methods of social protection and suppression of vice must be extended to every urban area in the Nation. We must not let the good work of this organization cease. On the contrary, we must enlarge it if we want to suppress vice, lower venereal disease rates, redirect the activities of delinquent girls into more socially useful channels, and maintain and strengthen the moral fiber of the people.

The Social Protection Division does no direct police or social welfare work itself. Its activities are entirely of an advisory and contributory sort. It cooperates with local agencies by teaching new techniques of social control and by promoting unified action between police, social welfare, educational, church, and citizens' organizations in the community.

As such, as an advisory and educational unit, bringing the latest and most scientific techniques in social work to the attention of local enforcement and reform agencies, it deserves the thoughtful support of the Nation, and continuance in its good work by the Congress of the United States.

The first witness this morning is Mr. Watson B. Miller, Federal Security Administrator. Mr. Miller, we are always glad to have you.

TESTIMONY OF WATSON B. MILLER, FEDERAL SECURITY ADMINISTRATOR

Mr. MILLER. Thank you, Mr. Chairman, and members of the committee. I think that since I am only a layman I had better conserve time by making my testimony as brief as possible.

The chairman will remember, as will a number of my older friends here, that about the middle of the last decade long before we anticipated another cataclysmic war, the American Legion, through its great group of medical advisers, took recognition of what we then called—and what I sincerely believe to be now—the most perplexing, if not the most technically difficult, medical problem left in America.

At about that time, the Surgeon General, Dr. Parran, just as he was about to go on the air on a very large hookup for those days, was denied the right to use the word "syphilis" over the air. Because of my two decades of experience with World War veterans, and a growing knowledge not only of their personal medical problems but of the significance and importance of medical and social problems that remained unsolved, I undertook to break down that barrier to a broader discussion of what most people thought was an unpleasant and bizarre subject to discuss publicly. With the help of the Surgeon General and his staff, I launched a story in the American Legion Magazine, which was then read by about 5 million people, frankly discussing the venereal disease problem. From that time on, I have been deeply interested in this issue and have learned as much as I could about it. I have joined the health officials of the Government and the Nation at large in coming to the Congress to ask for the first appropriations that were authorized for control of venereal disease, that being, as I recall, about 1937. Later on coming to the Federal Security Agency and working with the group then associated with the Army and the Navy, particularly in the control of venereal disease in points adjacent to military and naval installations, I gained additional information and perspective on this conflex problem.

Mr. Chairman, I have a brief statement here which I seek your permission to submit for the record. It includes narrative and statistical material, setting forth the problems with which we have been working for the past 4 or 5 years, and some of the remaining needs now more widely disseminated than those encountered during wartime, together with some observations as to what the Federal Security Agency can do about it.

(Mr. Miller read the transmittal letter attached to the material which follows.)

Mr. MILLER (continuing). The material which I seek to submit for the record, Mr. Chairman, begins with a general interpretation of this extremely complex mosaic. It sets out our assessment of what we deem to be the postwar problem, in general, first, and then in some detail as to its varying segments, and what we think are workable answers. A statement follows as to what has happened in the way of cooperation with law-enforcement bodies, and what is happening now as a result of relaxation since the end of hostilities. I ask, with your permission, to submit this for the record.

The CHAIRMAN. We will be glad to have it and it will be placed in the record.

(The statement submitted by Mr. Miller follows:)

STATEMENT BY THE ADMINISTRATOR SHOWING THE CONTINUING NEED FOR SOCIAL PROTECTION

THE FEDERAL SECURITY ADMINISTRATOR,
Washington, March 8, 1946.

During the war years communities throughout the Nation have organized to fight prostitution, promiscuity, and the venereal diseases. As a war responsibility we have helped in this fight. The action of the Congress in regard to Senate Bill 1779 will largely determine whether wartime gains are to be extended or prostitution is to return to hundreds of communities.

The last 5 years have seen great advances in the medical treatment of the venereal diseases. Treatment of those infected does not eliminate a disease until the carrier is controlled. Quinine or the newer drugs such as atabrine do not control malaria until the mosquito breeding swamplands have been drained.

Controlling the carriers of venereal disease is not as simple as a problem of sanitary engineering. The breeding swamplands of prostitution and promiscuity are the brothels, disreputable taverns, loose dance halls, and other establishments that exploit the weak and unprotected. Nor are the venereal diseases the only social ills that breed in these stagnant places. They are the source also of juvenile delinquency, crime, corruption, personal and family deterioration.

Social engineering of the most complex and integrated character is required. Avarice, ignorance, and weakness must be dealt with. Experience has proven that this cannot be handled alone as a health program, a law enforcement program, a welfare or an educational program. It can be handled as a coordinate program of all four led by the executive of State or local government and supported by business, labor, religious, educational, professional, and trade groups. This has been proven during the war years.

What follows tells briefly of the progress already made, the problems now facing us, and the important ways in which the social protection program provided for in this bill can aid in solving these problems.

WATSON B. MILLER, *Administrator.*

NOTES

1. Comments are made in this statement about what social protection representatives can do in aiding local communities. It should, however, be understood that such service to communities is carried on with the approval of appropriate State officials.

2. The percentages used are based on 476 community reports made by social protection representatives during November and December 1945. Although this is less than half of the total number of communities in which representatives worked during the past year, it provides a large enough sampling to indicate conditions throughout the country. Percentage figures are used instead of actual figures because the information was incomplete for some communities and some agencies, particularly juvenile courts, did not exist in every area.

SOCIAL PROTECTION DURING THE WAR

During the past 5 years the Social Protection Division, in keeping with its eight point agreement with the Army, Navy, Public Health Service, and American Social Hygiene Association, has carried on, as a first responsibility, an aggressive program of repression of prostitution. During the war years, attention has been particularly focused on communities adjacent to military and naval establishments.

The success of this program has exceeded all expectations. Over 700 communities have abolished tolerated houses of prostitution. Recommended policies of law enforcement in the prevention of prostitution and juvenile delinquency, the use of policewomen, approved standards of detention facilities, which were developed in cooperation with law enforcement officials, are being widely adopted throughout the country.

As venereal disease infections from professional prostitutes were reduced, with the closing of red light districts, the promiscuous pick-up or amateur became the main source of infection, and emphasis was then placed on protective policing by police officers and policewomen to prevent street and tavern pick-ups, and on

self-policing by hotels, tavern owners, taxicab companies, and dance halls. In this effort the active support of hotel and tavern associations, beer and liquor industries, was secured both nationally and locally, and also the assistance of State liquor commissions.

The Surgeons General of the Army, Navy, and U. S. Public Health Service have all given generous credit to the Social Protection Division's repression program and have recognized that this was an important factor in achieving the lowest wartime VD rate of any military force in any country. Statistics prove that whenever prostitution was repressed, there was a rapid reduction in the number of military infections in nearby camps and also in the number of reported infections of civilian personnel. Another effect, according to chiefs of police and crime reports is that the repression of prostitution likewise reduces the problems of juvenile delinquency and adult crimes, including, contrary to some forecasts, rape and other sex offenses.

As a second responsibility the Division was also charged with the responsibility of stimulating and aiding in the development of programs for the redirection of sexually delinquent girls. Progress in this field has been much slower than in the field of law enforcement and repression. However, social protection representatives have worked with appropriate local agencies in different parts of the country in developing methods and techniques of social treatment of sex delinquents and there are now enough successful demonstrations to indicate the possibility of measureable success in this effort and the importance of the extension of this type of service.

The third principal activity of the social protection staff has been to further cooperative working relationships between the police, courts, health and welfare agencies. The prevention of prostitution and the readjustment of its victims require not only competent professional service by each of these four types of agencies, but are also dependent upon well developed plans of cooperation in what *must* be a joint effort. During recent months, as part of their service to public officials, social protection representatives have placed particular emphasis upon encouraging this cooperation, and in approximately 200 cities social protection boards have been established as part of the city administrations to bring appropriate officials, agency executives, and key citizens together for the purpose of joint planning. The organization of such local boards is an important first step in the development of cooperative programs. It is, however, only a first step in this direction. Achieving cooperation among a number of individual agencies is an undertaking that requires months of committee work.

For some time it has been observed that the majority of infections among the armed forces are acquired during furlough, consequently in communities other than those adjoining camps. As this situation has developed, the Social Protection Division has encouraged an extension of social protection programs to all communities and has worked for the organization of State social protection programs and the development of State staffs to reach many more areas throughout States. Such a program has been established in New Jersey and Georgia and is in process of development in a number of other States.

POSTWAR PROBLEMS AND HOW SOCIAL PROTECTION DIVISION CAN AID IN MEETING THESE PROBLEMS

Following World War I, there was a resurgence of commercialized vice and venereal disease reached epidemic proportions. Current trends in vice and venereal disease indicate that the country again faces the danger of similar developments. Under each of the following headings the statement of problems is followed by a brief discussion of what a continued social protection program could do about them.

Threatened return of prostitution.
Promiscuity.
Redirection of sex delinquents.
Interagency cooperation.
Prostitution and the courts.
Juvenile delinquency.
Venereal disease.

In addition to the specific problems and services, there is also discussion of some of the national relationships of the Social Protection Division.

National committees.

Army and Navy.

Social Protection Division and U. S. Public Health Service.

During the war social protection activities have been concentrated in areas adjacent to military and naval establishments. This has been due to the terms of its charge under the interdepartmental agreement, as well as to limitations of staff and time. Inasmuch as 60 percent of all military infections are now acquired during leave, this policy does not even provide protection for the armed services. There are many areas still unworked that need assistance.

Vice operators in many communities recognizing that the Social Protection Division of the Federal Security Agency was set up on a war basis have been confidently awaiting the end of the emergency period. The social and economic maladjustments of the postwar period are already producing an increase in venereal disease, delinquency, and a return of commercial prostitution. The most effective national and local effort will be required to check these increases. In all too many areas there exists only a half formed desire to "do something." Too many citizens see only the outward manifestations in juvenile delinquency reports and health department morbidity statistics.

The Social Protection Division should continue to provide communities with the impetus, the technical knowledge and guidance in combatting these conditions. Their correction is necessary to our national welfare. The next few years will determine whether wartime advances are to be retained and extended or whether the gains resulting from expenditures of time, effort and money of Federal, State, and local governments and private individuals and organizations are to be lost.

THREATENED RETURN OF PROSTITUTION

The problems

Former vice interests and operators of houses of prostitution counting on a general let-down in community morale and cessation of Federal concern are confidently expecting again to reopen their houses. In most communities they have retained titles or leases on the properties in which they formerly did business. Some communities have already witnessed a return of commercialized prostitution. In some communities, on the other hand, the social customs and the determination of public and civic leaders apparently preclude such retrogression. However, in the vast majority of communities the decision now hangs in the balance. Without continued support and assistance of the Federal Government, local officials may well succumb to the pressures of organized vice which has a big financial stake for which to fight. This analysis of the situation based on the reports of social protection representatives is confirmed by the following letter recently received by the Administrator of the Federal Security Agency from the American Social Hygiene Association:

DEAR MR. MILLER: As you know, the American Social Hygiene Association has, during the war and at the special request of the Army, Navy, Public Health Service, and the Federal Security Agency, intensified and greatly expanded its regular field studies of prostitution conditions throughout the United States to include especially those communities near which any branch of the armed forces was stationed.

These studies were used by the field agents of the Social Protection Division of your Agency in cooperation with State and local authorities to reduce commercial prostitution in these areas to the lowest minimum it has ever reached.

This achievement was reflected in correspondingly low rates of disorder and infection with the venereal diseases among soldiers and sailors throughout the United States. Since VE-day, however, our field investigations show conditions which indicate an increasing relaxation of efforts by many local communities to maintain this splendid record. Our studies indicate also that the main reason for this relaxation of effort is that many of these communities have looked upon the repression of prostitution as an activity which the Federal Government had promoted as a war measure which it would surely abandon at war's end—an example which these local communities feel they would be justified in following.

Most of these communities would undoubtedly revive and continue their efforts to deal with this problem if the Federal Government gave any clear indication that it still desired such action and would cooperate in carrying it out.

We hope very much, therefore, that the Congress will see fit to appropriate the necessary funds to enable the Social Protection Division to discharge this Federal cooperative responsibility and also to continue some legislation similar in principle to the May Act.

In many cities there is evidence that operators and facilitators confidently plan to reopen their houses, but in a substantial proportion of these places present officials and/or community forces are determined to prevent such action. These are the cities in which the question of such places remaining closed or again actively operating hangs in the balance.

The association has recently made an analysis of 181 cities in or near which commercialized prostitution had been easily accessible sometime within the 2 year's period prior to the war. During the war nearly all of these cities improved these conditions substantially with the cooperation of the Federal Government. As of December 4, 1945, however, commercialized prostitution had again become easily accessible in 50 of these cities.

Sincerely yours,

BASCOM JOHNSON,
Director, Division of Legal and Protective Measures.

The postwar planning report of the International Association of Chiefs of Police, states in part: "There is every reason to believe that the racketeers and gangsters who controlled the prostitution racket before the war are also making postwar plans to renew their activities. We must resist this movement with every resource at our command and enlist the support of our decent citizens in the fight to keep this racket from again spreading over the country and carrying with it disease and corruption. Police chiefs who take a firm stand on this subject will retain their self-respect and win the gratitude of the mothers and fathers of the Nation."

In the last few years the active support of repression has been secured from 92 percent of the police chiefs of America. Valuable assistance has been provided in the improvement of methods and techniques. Mayors and chiefs of police, however, state frankly that continued repression depends upon active citizen support. Too many citizens still believe that prostitution is a necessary evil that can be made safe through medical inspection. They fail to recognize that it is, as stated by the International Association of Chiefs of Police, "A filthy, corrupting racket." The American Medical Association describes medical inspection of prostitutes as untrustworthy and inefficient and describes physicians who provide certificates as violating the principles of accepted medical practice.

In asking the Social Protection Division to create and keep active a permanent Social Protection Committee, the chief of the vice squad in Houston where service had been withdrawn because of the reduced Social Protection staff said:

"The shysters, the pimps, the madams, prostitutes, promoters, shady real-estate owners, and the whole rotten gang, plus their so-called respectable front men, are the only ones we hear from. The decent public doesn't know we exist, and all the pressure we get is from the underworld."

What the Social Protection Division can do

Representatives of the Social Protection Division work continuously with police chiefs, sheriffs, and city officials in urging strong continued repression programs. They help to improve methods of law enforcement, protective policing, detention of both adults and juveniles, and the use of policewomen. Successful procedures developed in one community are rapidly made available to other police departments.

Through printed material and meetings of field representatives with civic leaders, service clubs, and community groups, an appreciation of the dangers and costs of prostitution is developed, together with citizen support of strong law enforcement. During the war such activity has caused many communities to change established customs and methods. This work needs to be continued and extended.

In 1941 the Social Protection Division appointed a National Advisory Police Committee composed of leaders among police chiefs and sheriffs. This committee

has been continuously active and has cooperated with the Division in the preparation of the manuals, Techniques of Law Enforcement Against Prostitution, Techniques of Law Enforcement in the Treatment of Juveniles and the Prevention of Juvenile Delinquency, Recommendations on Standards for Detention of Juveniles and Adults, and Techniques of Law Enforcement in the use of Policewomen with Special Reference to Social Protection, which have been widely accepted and used by police departments, schools and universities. Members of the committee have been consistently valuable in supporting sound law enforcement practices in social protection and in securing the cooperation of chiefs of police in the repression program.

The Division should continue to work actively with the members of this Committee as an important aid in maintaining police cooperation in the retention of wartime gains.

PROMISCUITY

The problems

With the widespread repression of organized prostitution, the promiscuous girl or "pick-up" has become the main source of infection. Reports from individual communities provide overwhelming evidence that closing of houses of prostitution has not resulted in an increase in promiscuous contacts. However, elimination of what was formerly the main source of venereal disease infection has made the effects and extent of promiscuity more apparent.

What the Social Protection Division can do

Field representatives encourage programs of protective policing especially through the use of policewomen which are now employed by 27 percent of the police departments. Particular attention is devoted to places of employment which violate age, wage and hour laws, to taverns which permit patronage by minors or hire them as waitresses, and to public or "taxi" dance halls.

In correcting many of these conditions the cooperation of State liquor commissioners is secured. Although bars and taverns are responsible for 50 to 60 percent of contacts leading to venereal disease, it is always found that all of these contacts originate in a very few bars, usually about 5 percent of the total number. Representatives find that the organization of self-policing committees of taverns and hotel owners has been an effective means of dealing with the offending minority. Such self-policing programs have already been established in 37 percent of the communities and should be extended to the balance.

Nationally the Social Protection Division has cooperated with the National Advisory Police Committee in preparing a manual, Techniques of Law Enforcement in the Use of Policewomen with Special Reference to Social Protection. This has helped to create an increased demand for qualified policewomen. Copies of this manual have been requested by many universities considering the development of training courses and institutes and by United States Employment Service offices as a guide in vocational advising. The current problem is the dearth of trained personnel and the Division plans to intensify its stimulation of training courses and institutes.

In promoting the improvement of conditions in taverns and hotels, the Division has the whole-hearted cooperation of the brewers and distillers associations. The Conference of Alcoholic Beverages Industries, Inc., in its resolution of cooperation states:

"The Conference of Alcoholic Beverages Industries, Inc., is a trade association consisting of nine trade associations representing producers, distributors, and retailers. Among these member associations are the American Hotel Association and the National Tavern Association, whose members represent the principal agencies of retail services to the public. Another member, the Distilled Spirits Institute, represents the manufacturers. These associations and organizations are cooperating wholeheartedly with the conference in a national public relations program.

"The conference itself has organized industry committees in 46 States and the District of Columbia for the express purpose of contributing to the war effort and cooperating with public officials. Whenever required, meetings can be held on short notice to pledge cooperation of the industry in any constructive activity engaged in or suggested by the public officials."

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REDIRECTION OF SEX DELINQUENTS

The problems

Only by removing the sex delinquent from the treadmill of infection, cure, reinfection, can real progress be made in the reduction of venereal disease. The hardened prostitutes form the minority of those appearing in court on sex charges or at venereal disease clinics. Progress can be made only as sex delinquency is reduced and the young persons involved redirected so that they can live adjusted, productive lives free of venereal disease or exploitation. The hardened prostitute of today was a young,first offender of a year or two or three years ago.

The first impetus pushing a young offender toward confirmed delinquency or normal living is her detention experience. Two-thirds of the communities do not have facilities that can be classified as "good" by even the minimum standards capable of immediate attainment recommended by the Division's National Advisory Police Committee. Many of these jails are schools of crime. In some, young delinquents 15 to 19 are housed with depraved repeaters.

Case-by-case treatment by welfare or social agencies, based on the particular problem of the individual, offers one of the major tools in the redirection of sex delinquents, at least of the younger first offenders. However, in 70 percent of the communities welfare agencies are at present unready to provide this service or are not being called upon by the police and courts.

What the Social Protection Division can do

In a number of communities social protection representatives have helped to secure official action and citizen support for better detention facilities, or, when this was impossible due to war restrictions, for improved sanitation, food, segregation, and general administration. They encourage separate detention facilities for juveniles and the use of carefully selected and supervised boarding houses. In 57 percent of the cities such a boarding home program is in operation. As building material again becomes available increased emphasis should be placed on adequate and suitable facilities. Recommended Standards for Detention of Juveniles and Adults, compiled by the National Advisory Police Committee places special emphasis on steps that can now be taken to improve conditions, pending the providing of new facilities.

Social protection representatives have worked with local welfare agencies, both public and private, in inaugurating experimental programs of redirection. These experiments show that a substantial number of sex offenders can be redirected.

In several communities agencies or institutions have been created for this purpose, in others the functions of existing organizations have been expanded, while in still others agencies dealing with various aspects of the problem have been brought together in joint programs.

Representatives in working with local agencies encourage the adoption of those methods which have proven successful.

The Division is currently preparing a guide, Social Treatment of Sex Delinquents, based on the results of local programs. Leading psychiatrists and social workers are assisting in its preparation. During the coming year this publication and related material will be distributed through national private welfare organizations. Schools of social work will be encouraged and assisted in developing courses in this specialized field of case work.

INTER-AGENCY COOPERATION

The problems

One of the greatest blocks to a successful program for the control of prostitution and sex delinquency has been lack of cooperation among agencies working on different aspects of the problem. Lack of knowledge of the complete picture, traditional professional jealousies and natural inertia are still stumbling blocks to cooperative action in many areas.

Regardless of the skill of any one agency, a social protection program cannot be effective unless the courts, police, and health and welfare agencies work as a unit. It does no good to have police arrest prostitutes and have the courts conduct what amounts to an informal licensing program, through routine fines. It is only by studying each case that the courts can impose sentences based on the needs of the individual, and such sentences can be carried out only if there are available agencies and institutions ready and capable of providing therapeutic services. Not only are medical examinations for those arrested in suspicious circumstances important, but the police must be ready to cooperate in

locating contacts when proper health warrants have been issued. These are but a few outstanding examples of the kind of cooperation required.

The following analysis shows how much needs to be done in improving these working relationships:

Percent of cities in which police have a good working relationship with—

Health departments	53
Adult courts	61
Juvenile courts	41
Welfare agencies	18

Percent of cities in which health departments have a good working relationship with—

Police	53
Adult courts	41
Juvenile courts	40
Welfare agencies	40

Percent of cities in which adult courts have a good working relationship with—

Health departments	41
Police	61
Juvenile courts	42
Welfare agencies	12

Percent of cities in which juvenile courts have a good working relationship with—

Health departments	40
Police	41
Adult courts	42
Welfare agencies	52

Percent of cities in which welfare agencies have a good working relationship with—

Health departments	40
Adult courts	12
Police	18
Juvenile courts	52

What the Social Protection Division Can Do

As representatives of an impartial Federal Agency with a broad understanding of the total program, field men with the support of State officials concerned, are able to bring about an integration of separate public and private agencies. A most useful device is the creation of a mayor's committee or social protection board bringing together the directors of public and private agencies for joint planning. Such boards have been established in 200 communities. Those that have been in operation for some time have largely eliminated the problem of noncooperation. The reason that more boards have not been established for a longer period, is that during the early years of the war the social protection staff had to devote all of its time to the repression of organized prostitution. The organization of boards at this time is important to improve over-all programs and also to provide united support for the retention of gains already made in repression, redirection, and prevention.

PROSTITUTION AND THE COURTS

The problems

One of the most difficult problems in social protection has been the lack of uniformity in the court's treatment of sex delinquents. The best possible law-enforcement program can be largely nullified when the court simply imposes a routine fine and turns the prostitute loose to continue her activities. This constitutes simply an informal licensing program. Little is accomplished when a court suspends sentence of the promise of the prostitute to leave town. She simply passes on to the next community there to ply her trade and spread disease. In spite of intensive work with courts during the past four years and efforts to secure better legislation and satisfactory detention facilities, 41 percent of the courts still follow the system of routine fines.

All agencies cooperating in this program, The American Bar Association, The National Sheriffs' Association, The International Association of Chiefs of Police, the American Social Hygiene Association, and the Federal Government, although

pointing out the National significance of the venereal disease program, have emphasized the vital importance of local control. The courts have been asked, within the limitations of local law, to adopt the following policies:

1. That in all criminal matters the person be tried upon the basis of the offense charged without consideration of the presence or suspected presence of venereal disease; in order that there be no confusion between the commission of a crime and being a sick person suffering from a disease.

2. That the courts aid in reducing prostitution to a minimum by taking the profit out of the business by meting out to all persons who exploit women in prostitution and promiscuity, the third party interest, whether they be tavern operators, hotel employees, cab drivers, madams, or go-between, penalties sufficiently severe to discourage their continuance in these unhealthy and unpatriotic businesses; and where licensed establishments are involved, the revocation of their licenses be considered by the appropriate licensing agency.

3. That the system of small fines resulting in the "revolving-door-plan" be abolished and that maximum jail sentences be given the hardened prostitute.

4. That courts and police discontinue the practice of turning loose undesirable persons on condition they leave town. Instead, each community is asked to retain and properly dispose of such cases.

5. That probation of adequacy and quality be used in the cases of the young and early offender. Social agencies have demonstrated that a high percentage of these girls are subject to rehabilitation and redirection. The Seattle center has successfully redirected 75 percent of this group.

6. Upon conviction that the court consider a presentence study and impose sentence upon the basis of all known factors including presence or absence of infection.

7. That treatment be provided for infected persons sentenced to correctional institutions at the institution.

8. That arrangements for treatment and faithful attention to treatment be made conditions of probation.

In addition to the 41 percent of communities in which routine fines are still used, 20 percent of the courts still consider the existence of venereal disease in determining guilt.

What the Social Protection Division can do

In their work in local communities field representatives interpret to judges the importance of the total social protection program and the vital nature of the court's role. This work should be intensified.

The American Bar Association has had a wartime Committee on the Courts and Social Protection which has worked with the Division. At the annual meeting of the American Bar Association last December this Committee was reconstituted as a permanent committee. During the coming year it is planned to develop together with the Bar Association a guide for the use of courts as a companion piece to previously issued "Techniques."

JUVENILE DELINQUENCY

The problems

In large measure promiscuity is becoming a special type of juvenile delinquency. The average age of sex delinquents has been dropping and today many of those spreading venereal disease are of juvenile court age. Measures designed to reduce juvenile delinquency, that is, improvement of social conditions, recreation facilities and other services, will have an effect on the incidence of sexual delinquency. However, the battle against promiscuity and the redirection of young people before unsocial patterns become hardened, requires special emphasis and the cooperation of trade groups and agencies not usually included in juvenile delinquency programs.

Furthermore, the existence of prostitution encourages juvenile delinquency. Delinquency breeds in prostitution areas. Families do live next door to brothels. Children do see a sordid life that may look glamorous and profitable. Children run errands for prostitutes and procurers. Houses are constantly recruiting young girls as inmates and there are examples of free service to high-school boys as potential future customers.

What the Social Protection Division can do

Through continued war on organized prostitution, this contributing cause of juvenile delinquency can be substantially eliminated.

FEDERAL SECURITY AGENCY
RELATIONSHIPS OF SOCIAL PROTECTION PROGRAM

SECRETARY OF WAR | SECRETARY OF THE NAVY | ATTORNEY GENERAL

INTERDEPARTMENTAL COMMITTEE

War Department
- General Staff
- Office of the Surgeon General

Navy Department
- Bureau of Naval Personnel
- Office of the Surgeon General

Federal Security Agency
- U. S. Public Health Service
  - Social Protection Division
- Federal Bureau of Investigation

American Social Hygiene Association

NATIONAL ADVISORY POLICE COMMITTEE

Thirty Police Officials
Eight Sheriffs
Twenty Representatives of Agencies and Organizations

NATIONAL WOMEN'S ADVISORY COMMITTEE

Representatives of thirty National Organizations
Twelve Members at Large

COOPERATING FEDERAL AGENCIES

Children's Bureau
Bureau of Prisons
Federal Bureau of Investigation
Extension Service, Department of Agriculture
Others

OFFICE OF THE ADMINISTRATOR

SOCIAL PROTECTION DIVISION

Provides services to States and their political subdivisions in support of community action essential to prevent prostitution, eliminate conditions contributing to sex delinquency, and provide services for the rehabilitation of sex delinquents.

PRIMARY CONTACTS

Executives of States, counties, and cities.

SECONDARY CONTACTS

Police, sheriffs, courts, welfare departments and agencies, schools, health departments, liquor commissions, hotels, tavern associations, taxicab companies, chambers of commerce, councils of social agencies, labor unions and others.

CONCERNED WITH

Repressing prostitution
Protective policing of dance halls, taverns, etc.
Self-policing by taverns, hotels, taxis, etc.
Law enforcement standards for detention, use of policewomen, etc.
Redirection through social and psychiatric services
Cooperation among law enforcement, health, education and social treatment services.

NATIONAL ADVISORY COMMITTEE ON SOCIAL PROTECTION AND VENEREAL DISEASE

Members selected from:

American Federation of Labor
American Medical Association
American Municipal Association
American Public Welfare Association
American Social Hygiene Association
Community Chests and Councils, Inc.
Congress of Industrial Organizations
Family Welfare Association of America
Federal Council of Churches
International Association of Chiefs of Police
National Association of Colored Graduate Nurses
National Association of Manufacturers
National Catholic Welfare Conference
National Education Association
National Fraternal Council of Negro Churches
National Medical Association
National Nursing Council
National Research Council
Negro Publishers Association
U. S. Chamber of Commerce
U. S. Conference of Mayors

Consultants:

Chief, V. D. Control Branch, Office of the Surgeon General, U. S. Army
Officer in Charge, V. D. Control Section, Bureau of Medicine and Surgery, Navy Department
Chief, V. D. Division, U. S. Public Health Service
Director, Social Protection Division, Federal Security Agency - Secretary

UNITED STATES PUBLIC HEALTH SERVICE

VENEREAL DISEASE DIVISION

Encourages and assists public authorities, scientific institutions and scientists in the conduct of research, demonstrations and field studies relating to diagnosis, treatment, and prevention of venereal diseases. Administers grant-in-aid funds and rapid treatment center funds, and promotes improved standards and coordination of control programs in the several States.

CONTACTS

State and local health departments, scientific institutions, medical and other groups.

CONCERNED WITH

Scientific research in diagnosis, treatment, and prevention.
Field trial and evaluation of methods.
Disseminating scientific information.
Conducting demonstrations of new methods.
Providing States and localities with scientific and administrative service and consultation.
Operating federal rapid treatment centers.
Evaluating State programs.

SOCIAL SECURITY BOARD

U. S. OFFICE OF EDUCATION

STATE AND TERRITORIAL HEALTH OFFICERS

VD SECTION, NATIONAL RESEARCH COUNCIL

SURGEON GENERAL'S ADVISORY COMMITTEE ON PUBLIC EDUCATION FOR THE PREVENTION OF VENEREAL DISEASE

AMERICAN SOCIAL HYGIENE ASSOCIATION

Works for community education and citizen organization in support of both good VD control and social protection programs.

MAKES UNDERCOVER STUDIES

"We must not fall into the error of thinking that promiscuity and prostitution should be corrected only to prevent venereal disease. Prostitution is also a social and economic evil, and like promiscuity, threatens the basic unit of our society, the American family. If ever in our time we are going to clean up the situation, now is the time to do it."

Dr. THOMAS PARRAN

APPROVED BY

Watson B. Miller

Administrator, Federal Security Agency

Date March 6, 1946

MEMBERS OF COMMITTEES

KEY:

1 - Interdepartmental Committee
2 - National Advisory Committee on Social Protection and V. D.
3 - National Advisory Police Committee
4 - National Women's Advisory Committee
5 - Consultant

Committees	Members
3	Allman, James P. Comm. of Police, Chicago, Ill.
1, 2-C	Altshuler, Major Louis M. War Department
3	Anderson, Gus G. Sheriff, Weld County, Colo.
3	Anderson, P. L. Dir. of Public Safety, San Antonio, Tex.
4	Anderson, Mrs. Tirzah T. W. C. A.
3	Baird, Andrew C. Sheriff, Wayne County, Mich.
3	Barfuss, Gustav Comm. of Public Safety, St. Paul, Minn.
2	Blanchard, Ralph H. Community Chests & Councils
4	Bell, Mrs. Marjorie National Probation Assn.
2	Betters, Paul U. S. Conference of Mayors
3	Biscailuz, Eugene Sheriff, Los Angeles Co., Calif.
4	Blough, Mrs. Pearl Case U. S. O. Service for Women and Girls
2	Boyd, Dr. Beverly M. Federal Council of Churches
1	Burton, Capt. O. L. Navy Department
3	Caple, Gus Sheriff, Pulaski County, Ark.
2	Carey, Mr. James B. C. I. O.
2	Carroll, Very Reverend Msgr. Howard J. Nat'l Catholic Welfare Conference
2, 3	Christenberry, Robert K. Pres. and Gen'l Man., Hotel Astor, N. Y., N. Y.
2, 3	Clarke, Dr. Walter American Social Hygiene Assn.
3	Coleman, David C. Former Sheriff, Dade County, Fla.
4	Craven, Miss Ruth Nat'l Council of Catholic Women
2	Cruikshank, Nelson H. American Federation of Labor
3	Cullitan, Frank T. Prosecuting Atty., Cuyahoga Co., Ohio
4	Dalsheimer, Mrs. Hugo Nat'l Jewish Welfare Board
1, 2-C	Devine, Thomas Social Protection Division
4	Douglas, Honorable Helen Gahagan Congresswoman from California
3	Dullea, Charles W. Chief of Police, San Francisco, Calif.
4	Ekins, Miss Jessie Zonta International
3	Fairley, E. A. Dir. of Public Safety, Pittsburgh, Pa.
2	Farley, Dr. Belmont National Education Assn.
4	Ferebee, Dr. Dorothy Boulding Nat'l Council of Negro Women, Inc.
3	Fosdick, Raymond B. Rockefeller Foundation
4	Fowler, Mrs. Eleanor Congress of Women's Auxiliaries, C. I. O.
2, 3	Fulcomer, Paul Internat'l Assn. of Chiefs of Police
3	Garrison, Homer W., Jr. Texas State Dir. of Public Safety
2, 3	Goldsmith, John M. American Bar Association
3	Hahn, Charles J. Member-at-large
2	Hanks, Noonie W., Jr. American Municipal Assn.
3	Hartshorne, Judge Richard B. American Legion
2	Heiser, Dr. Victor G. National Assn. of Manufacturers
1, 2-C	Heller, Dr. J. W. U. S. Public Health Service
4	Henderson, Miss Jean U. S. Public Health Service
4	Henry, Mrs. C. P. Nat'l Congress of Colored Parents and Teachers
3	Hickey, Edward J. Conn. State Police Commissioner
4	Hickey, Miss Margaret Nat'l Fed. of Business and Professional Women's Clubs
4	Hoey, Miss Jane M. Social Security Board
3	Horrall, C. B. Chief of Police, Los Angeles, Calif.
4	Hondlette, Mrs. Harriet A. American Assn. of University Women
2, 4	Houlton, Miss Ruth National Nursing Council
3	Hutzel, Miss Eleonore Police Department, Detroit, Mich.
4	Illig, Mrs. Marjorie General Federation of Women's Clubs
4	Ingraham, Mrs. Henry A. Y. W. C. A.
3	Jaycox, Thomas H. Chief of Police, Wichita, Kans.
2	Johnson, Dr. Mordecai Howard University
4	Jones, Miss Cecil Lester Assn. of Junior Leagues of America
1	Jones, Lt. Col. Ernest B. War Department
4	Kain, Dr. Helen Gladys American Medical Women's Assn.
3	Kelly, Edward J. R. I. State Supt. of Police
3	Kimberling, A. E. Chief of Police, Louisville, Ky.
3	Kluchesky, Joseph Former Chief of Police, Milwaukee, Wis.
1, 2-C	Kruger, Lt. Comdr. I. M. Navy Dept.
2	Lawless, Dr. T. K. American Medical Assn.
3	Leonard, Capt. Donald S. Mich. State Police
4	Lord, Mrs. Oswald B. Member at large
4	Lowe, Mrs. Herman H. Women's Auxiliary of A. F. L.
5	Lucas, Ferris E. National Sheriffs' Assn.
4	Martens, Dr. Elise H. Office of Education
4	Massey, Miss Lilia American Home Economics Assn.
4	McCall, Miss Bertha National Travelers Aid Assn.
2	McGill, Mr. Ralph Editor, "Atlanta Constitution"
3	Meck, Judge David C. Municipal Court, Cleveland, Ohio
4	Meyer, Mrs. Eugene Member at large
1	Miller, Watson B. Administrator, Federal Security Agency
3, 4	Milliken, Capt. Rhoda J. Metropolitan Police, Wash., D. C.
3	Mitchell, Col. James Chief of Police, St. Louis, Mo.
2	Moore, Dr. J. B. Nat'l Research Council, Johns Hopkins Univ.
3	Morrissey, Michael F. Member at large
2, 3	Ness, Eliot Member at large
4	Natt, Miss Alice Scott U. S. Children's Bureau
3	O'Neil, James F. Chief of Police, Manchester, N. H.
3	Owens, Joseph T. Chief of Police, Rome, N. Y.
1	Pariseau, Mrs. George E. Girls' Friendly Society of the U. S. A.
1	Perlman, Mrs. S. Donald Nat'l Council of Jewish Women
4	Pettit, Lt. Comdr. Mary Navy Department
4	Pinney, Miss Jean B. American Social Hygiene Assn.
3	Raleigh, Robert E. International Assn. of Chiefs of Police
3	Reyer, George Supt. of Police, New Orleans, La.
2, 4	Ritchie, Mrs. Horace B. Member at large
2, 3	Roff, Fred A. Chief of Police, Morristown, N. J.
1	Root, Comdr. D. R. Navy Dept.
4	Rosa, Mrs. Bess M. Nat'l Congress of Parents and Teachers
3, 4	Rowsee, Miss Cora Family Welfare Assn. of America
2	Russell, Howard L. Amer. Public Welfare Assoc.
3	Sargent, Col. Charles R. War Department
3	Schoeffel, Charles H. Supt., N. J. State Police
2	Schwittalla, Rev. Alphonse M., S. J. St. Louis Univ. School of Medicine
4	Scott, Mrs. Frederick R. T. W. C. A.
2	Sengstacke, John A. Negro Publishers Assn.
3	Sherby, Daniel Cab Research Bureau, Inc.
4	Simmons, Dr. Hannah C. Quota Clubs International
1, 3	Simmons, Brig. Gen. J. S. War Department
3	Smith, Bruce Institute of Public Administration
4	Smith, Mrs. Lawrence American Legion Auxiliary
4	Smith, Hon. Margaret Chase Congresswoman from Maine
1, 2, 3	Snow, Dr. William F. American Social Hygiene Assn.
3	Souter, William F. Sheriff, Erie County, Ohio
2	Staspere, Mrs. Mabel K. Nat'l Assn. of Colored Graduate Nurses
3	Stephenson, Rear Admiral C. S. (Retired) Member at large
2	Stokes, Dr. John H. Univ. of Pennsylvania
4	Stone, Mrs. J. Austin Nat'l Women's Trade Union League of America
2	Strong, Howard U. S. Chamber of Commerce
3	Sullivan, John L. Chief of Police, Pittsfield, Mass.
3	Sweat, Rex Sheriff, Duval County, Fla.
2	Taft, Charles P. Member at large
1, 3	Tamm, Edward A. Federal Bureau of Investigation
2	Underwood, Dr. Felix Mississippi Dept. of Health
3	Valentine, Lewis J. Comm. of Police, New York, N. Y.
4	Van Slyck, Mrs. DeForest Member at large
3	Vetterli, Reed E. Chief of Police, Salt Lake City, Utah
4	Ware, Dr. Caroline American Assn. of University Women
4	Weagley, Mrs. Roy C. F. Assoc. Women of American Farm Bureau
4	Weaver, Mrs. Blanche Nat'l Assoc. of Deans of Women
4	Wedel, Mrs. T. O. United Council of Church Women
4	Wickenden, Miss Elizabeth American Public Welfare Assn.
1	Williams, Dr. C. C. U. S. Public Health Service
1	Wilson, Capt. Ralph E. Navy Dept.
3	Woods, John F. Chief of Police, Norfolk, Va.
2	Wright, Bishop R. R. Nat'l Fraternal Council of Negro Churches
4	Wulff, Mrs. Norma A. Member at large

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Hotels, taxi companies, liquor interests, taverns, civic clubs, and others who are enrolled together with official agencies in the fight against promiscuity can be encouraged to coordinate their efforts with community forces attacking juvenile delinquency on a broad front.

Nationally, the Social Protection Division cooperates with Federal agencies such as the Children's Bureau and bureaus of the Department of Justice and with voluntary agencies such as the National Probation Association and the General Federation of Womens Clubs, which are directly concerned with the control of juvenile delinquency.

VENEREAL DISEASE

The problems

The increase in venereal disease infections which all competent authorities predicted is already materializing. Postwar social and economic maladjustments are contributing factors. So are the millions of servicemen returning to civilian life from a controlled existence. These situations place a tremendous burden on community facilities in terms of disease tracing, treatment, and preventive work.

Although the medical treatment of venereal diseases has improved tremendously, the problem of reducing the source of infection is relatively untouched. The increasing number of reinfections is evidence of the need to reduce sex delinquency and redirect delinquents. Venereal disease is being recognized as a social problem with a medical aspect. Emphasis must be placed on preventive social treatment as well as curative medical treatment. To do otherwise is to ignore the source of infection of the disease.

What the Social Protection Division can do

All of the activities of the Division that decrease prostitution and promiscuity attack venereal disease at its source.

NATIONAL COMMITTEES

The Social Protection Division has the advantage of three important committees. (See attached chart for membership.) The National Advisory Police Committee serves as a technical advisory committee on all matters pertaining to law enforcement and self policing. The National Women's Advisory Committee brings to the Division the advice and recommendations of the important women's membership organizations of the country. The National Committee on Social Protection and Venereal Disease serves as a policy board and advises the Federal Security Administrator on all matters pertaining to social protection and venereal disease.

Through their State and local affiliates, members of these three committees can reach a substantial proportion of the urban population of America. Through communications and the dissemination of information they are able to bring support to sound local social-protection programs.

The continued active interest of the organizations represented on these committees is of utmost importance in fighting sex delinquency and venereal disease.

ARMY AND NAVY

The Social Protection Division carries out the responsibility of the Federal Security Administrator in regard to obligations accepted in 1940 in an Eight-Point Agreement with the Army, Navy, American Social Hygiene Association, and State and Territorial Health Officers.

No matter what final decision is reached about the size of the Army and Navy there will be substantial military installations in the United States for a considerable period. The Administrator of the Federal Security Agency will have a continuing responsibility for providing social-protection services as a safeguard for members of the armed services.

At a meeting of the interdepartmental committee (representatives of the Secretaries of War and Navy, the Attorney General, the Federal Security Administrator, and the chairman of the executive committee of the American Social Hygiene Association), held January 14, 1946, a revised draft of the eight-point agreement was prepared as follows:

EIGHT-POINT AGREEMENT—AN AGREEMENT BY THE FEDERAL SECURITY AGENCY, THE TREASURY, WAR AND NAVY DEPARTMENTS, AND STATE AND TERRITORIAL HEALTH OFFICERS ON MEASURES FOR THE CONTROL OF VENEREAL DISEASES

(A) It is recognized that the following services should be developed by State and local health and police authorities in cooperation with the United States Public Health Service and the Social Protection Division of the Federal Security Agency, the United States Treasury Department, the United States Army, the United States Navy, and interested voluntary organizations.

(1) Early diagnosis and adequate treatment by the Army, Navy, and Coast Guard of military personnel infected with venereal diseases.

(2) Health departments will assure the adequacy of case finding, diagnostic treatment, and case-holding procedures for the civilian population.

(3) When authentic information can be obtained as to the probable source of veneral disease infection of military personnel, the facts will be reported by officers of the Army, Navy, or Coast Guard to State or local health authorities. If additional authentic information is available as to contacts had by infected military personnel during the communicable stage this should also be reported.

(4) All contacts of military personnel with infected civilians should be reported to appropriate officers of the Army, Navy, or Coast Guard by local or State health officers.

(5) Recalcitrant infected persons with venereal diseases should be forcibly isolated during the period of communicability. In civilian populations it is a duty of local health authorities to obtain any needed assistance of the local police authorities in enforcing such isolation.

(6) Opportunities for contacts with persons reasonably suspected of being infected with venereal disease should be decreased as far as possible. The local police department is responsible for the repression of commercialized and clandestine prostitution. The local health departments, the State health departments, the United States Public Health Service, the Social Protection Division, the Army, Navy, and Coast Guard will cooperate with local police authorities in repressing prostitution. Local police departments should be provided with such information relative to places of procurement and exposure as is necessary to carrying out their responsibilities.

(7) An aggressive continuous program of education should be carried on both among military personnel and the civilian population regarding the dangers of venereal diseases, methods of preventing venereal infections, and the steps which should be taken if a person suspects that he is infected.

(8) State and Territorial health officers, the Federal Security Administration, the Treasury Department, the Army and Navy all desire the assistance of representatives of the American Social Hygiene Association or affiliated social hygiene societies or other voluntary welfare organizations or groups in developing and stimulating public support for the above measures.

SOCIAL PROTECTION DIVISION AND UNITED STATES PUBLIC HEALTH SERVICE

Many friends of social protection have asked why this program with its marked influence on venereal disease rates should not be operated by the United States Public Health Service. This matter has been thoroughly considered by the Administrator of the Federal Security Agency, the Surgeon General of the United States Public Health Service and members of their staffs. The attached correspondence between Mr. Watson B. Miller and Dr. Thomas Parran summarizes the opinions of all those who have been closely identified with the work. The attached chart shows how the Social Protection Division of the Federal Security Agency and the Venereal Disease Division of the United States Public Health Service work together.

FEDERAL SECURITY AGENCY,
Washington, D. C., December 7, 1945.

Dr. THOMAS PARRAN,
Surgeon General, United States Public Health Service,
Washington, D. C.

DEAR Dr. PARRANS I know that you agree with me about the importance of continuing social protection activities in the postwar period, and as I have advised you, I am requesting an appropriation for this purpose for 1947. When this appropriation comes up for consideration I am confident that some of those

having a sympathetic interest in both the Public Health Service and social protection will raise the question as to the possibility of transferring this function to the Public Health Service.

This is a matter to which you have given considerable thought and I would appreciate your comments as to the desirability of such a transfer.

Sincerely yours,

WATSON B. MILLER, *Administrator.*

FEDERAL SECURITY AGENCY,
U. S. PUBLIC HEALTH SERVICE,
Washington 14, D. C., December 17, 1945.

Mr. WATSON B. MILLER,
Administrator, Federal Security Agency, Washington, D. C.

DEAR MR. MILLER: This is in reply to your letter of December 7 asking my opinion as to whether the social protection program could be carried on as a part of the Public Health Service.

Any program so closely related to the public health could be operated by the Public Health Service, but it is my opinion that social protection activities would be more effective if conducted by an agency directly responsible to you. The spread of venereal disease is but one of many significant social problems caused by prostitution, promiscuity and the conditions which bring about these twin evils. There are many agencies in addition to health departments whose cooperation must be secured if prostitution and sex delinquency are to be prevented. The successful wartime experience of the social protection division indicates, for example, that police departments, jurists, welfare agencies, hotel and tavern owners, and liquor commissioners, must be dealt with constantly if the objectives of social protection are to be obtained. Aside from the fact that certain of the functions performed by social protection have not in the past been considered to be a normal public health activity, most State and local health departments are not staffed and equipped to add such varied and complex relationships to the responsibility of their already overworked staffs.

I hope you are successful in securing an appropriation for social protection for fiscal year 1947. Good evidence exists to indicate that the operators of the prostitution racket in scores of cities are merely biding their time until Federal State, and local governments relax the wartime policy and program of repression. Even without widespread prostitution and delinquency, the postwar venereal disease problem will be severe—with a recrudescence of prostitution the danger of increased incidence will be definitely greater.

Sincerely yours,

(S) THOMAS PARRAN, *Surgeon General.*

Mr. MILLER. In February I wrote a letter to all of the governors with respect to the social protection problem. The letter is now just a little over a month old but replies have already been received from thirty-odd governors or from their immediate associates, such as the commissioners of health, the governors' executive secretaries, and so on. These responses not only constitute a recognition of what the States are encountering in this field; but they also represent quite spontaneous, earnest demonstrations of their desire to receive our cooperation and our assistance. This cooperative endeavor builds upon relationships of mutual assistance between the central government and the State governments, and profits by our mutual experiences of pain and pleasure, our successes and failures.

The CHAIRMAN. Would you like to put a few sample replies from the States in the record?

Mr. MILLER. May I, please?

The CHAIRMAN. I think it would be helpful. (The letters referred to appear in the Appendix, Exhibit 2.)

Mr. MILLER. Finally I would like to say that this bill has been cleared with the Bureau of the Budget to make sure that it was in keeping with the President's program.

The Chairman. We think you very much, Mr. Miller, for coming. This bill is for the purpose of enabling the Government to help you to help the States carry out their State programs.

I believe the next witness is Charles P. Taft, chairman, National Venereal Disease and Social Protection Committee.

TESTIMONY OF CHARLES P. TAFT, CHAIRMAN, NATIONAL VENEREAL DISEASE AND SOCIAL PROTECTION COMMITTEE

Mr. Taft. Mr. Chairman, I am very glad to have this opportunity to support this bill. From March of 1941 until November of '43 I was the director of Community War Services in the Federal Security Agency under Mr. McNutt. In March of 1941 when I undertook that task, the question was raised from a number of sources, and particularly from some of the reports of Miss Lenroot of the Children's Bureau, as to the situation with juveniles near the newly opening Army camps, especially in the South. A meeting was then held by the Public Health Service, the Children's Bureau, representatives of the Army and Navy Personnel Administration Divisions, and of the Department of Justice. In the last war, an operation to stimulate active law enforcement in connection with the problems of juvenile delinquency and prostitution had been operated under the Army, in what was known as the sanitary corps, and the question was whether that should be done again or what steps should be taken.

The discussion in that meeting came to the unanimous conclusion that an operation ought to be set up, but that it should be civilian, and that it should be in the Federal Security Agency under the general operation of which I was in charge. The social protection division was thus set up, and in September, Elliott Ness, who was then the Safety Director of Cleveland, took over as the director of that division.

I want to describe just briefly how the division operated, because I think it gives the whole tone to the request which is submitted to Congress in this bill. The first step in dealing with law enforcement was considered to be an approach to the police, which was unique in this field, I think. A committee was formed of representatives of the International Association of Chiefs of Police and other authorities, which was asked to look into the question of the techniques and methods of law enforcement in this field. As the result, a little pamphlet was published in 1943—it took a year's work to get it in the kind of shape that was satisfactory to everyone concerned—called "Law Enforcement Against Prostitution." It was put out by the Federal Security Agency but approved by the National Sheriffs' Association and the International Association of Chiefs of Police. When these recommendations, agreed on by everyone concerned, including the Army and Navy and the Public Health Service, go into a community, they go with the backing and endorsement of the principal professional organization in the law enforcement field.

As a result of that beginning, a number of other problems very rapidly developed. The interest of the Army and the Navy and the Federal Security Agency, with local law enforcement officials using the material that had been prepared in this way, led to a fairly rapid closing down of the professional operations of prostitution.

But very quickly there developed a problem that was even more puzzling in a good many ways, and that was the youngsters who flocked around the camps, and who became, almost inevitably, promiscuous. That raised other kinds of police problems which were also covered in some of the material that was put out, and it raised the entire question of what to do with them when you arrest them.

The next piece of literature prepared was therefore a small booklet advising the police how to handle juveniles and juvenile delinquency. This was handled by a subcommittee of the National Advisory Police Committee on Social Protection, so that again the people who were professionally related to the technical problems of handling this situation in the local communities were the ones responsible for this material, and the Federal Government was able to bring together all the different viewpoints, prepare the literature, and then make it available. It wasn't in the position of attempting to enforce the law itself. It was in the position of preparing the kind of material that made effective law enforcement possible and established a general standard of operation for local police departments, local welfare departments, and others that were directly related to the problem in the community.

Beyond that, communities found that the jails were one of their very serious difficulties. There had been reports in the past of the utter deterioration of most local jails, and that required, again, the establishment of standards against which a local program could be measured. Another Subcommittee—on Detention—of the National Advisory Police Committee was set up with, for instance, the sheriff of Port Huron, Mich., president of the National Sheriffs' Association at that time, Sheriff Anderson of Greeley, Colo., Sheriff Caple of Little Rock, Ark., Charles Hahn, who is the executive secretary of the National Sheriffs' Association, Chief Roff of Morristown, and others, who worked on the standards for detaining juveniles and adults.

In these publications the material is brought together, it is reviewed, carefully checked with any other national organizations, public or private, that would be concerned. It is then put out as a thoroughly acceptable standard for local operations.

During all of this period, it became obvious that the experience of some of the cities, such as Detroit and Washington, in setting up a policewomen's division, should spread further. That involved both arrangements for schooling for policewomen and for officers who might train policewomen in local communities, and also some sort of manual for their own methods of operation in a community. Similarly, a committee of experienced policewomen, which included Commissioner Hutzel of Detroit, Captain Milliken of Washington, and others who had had long experience in this field, prepared the first draft of a pamphlet on "Law Enforcement in the Use of Policewomen with Special Reference to Social Protection." That was then checked with a number of private and public organizations, such as the Children's Bureau, which had specialized in that field, and various others who were interested in youth work and work against delinquency; finally it was submitted to a special subcommittee of the National Police Advisory Committee, so that when it came out, it was an authoritative statement as to how to set up a division of police-

women, which police departments all over the country are extremely anxious to have.

I have gone into some detail because it is important as showing what kind of division you are seeking to set up. It isn't a division which is going to go into a community, use the big stick, or attempt to administer law enforcement itself. It is a division which recognizes that the responsibility rests squarely on local officials, local public and private agencies who have that responsibility, who are eager to get full information, full training manuals, all the kinds of advice which they can get, and then apply them themselves in their own local community. When the bill says, for instance, "by means of technical and professional advisory services," that is not just a set of words. That is a very practical kind of necessary advice and training which is exemplified by these four little booklets that have been put out between 1943 and 1945, by people who are thoroughly skilled from the professional standpoint in the kind of thing that they are talking about.

At the beginning, there were only a few States which had State police forces, so that in nearly all communities near camps, or communities which were war industry boom towns, there was no State agency through which you could deal—at least, none which was operating fully and prepared to take the responsibility for stimulating proper action locally. In many cases it was necessary to go directly to the local police department or the local sheriff. There was always an approach to the governor, I would say always to the attorney general, but there, again, they were not dealing with local law enforcement, as a rule. We had a great deal of help from those State police departments that were in operation, as, for instance, Don Leonard of Michigan, Don Stiver of Indiana, and Chief Kelly of the Rhode Island State Police, who were very active in the National Association and who were most helpful in this entire program. But in many of these States, especially in the isolated powder plant areas and in the camps which were located in rather distant points in various parts of both the South and the North, it was necessary to go to the local communities. Nevertheless, the field organization was always attempting to set up some sort of State body which could then assume responsibility on a State basis for its own job.

There have been organized in a number of States committees which include both Government officials and private organizations, and they are assuming the responsibility for building up State leadership in tackling these State problems.

I said a moment ago that the closing down of the red light districts had been carried out pretty generally. That was true during the war. It was done frequently under circumstances where the local officials wanted to do it but where up to the time of the war, there had not been sufficient public opinion back of them so that they felt they could risk their necks, because that is what it amounted to. With the backing of the social protection division and the citizens' committees which it assisted in organizing locally, many of these officials were able to establish a policy which they were in favor of all the way along but for which they had not previously had adequate public backing. There are two of them here today, and I think in justice to them that I should say what they cannot say,—that they both did an outstanding job—Mayor Cain of Tacoma, and Commis-

sioner Anderson of San Antonio. Those are the type of local public officials who wanted to do this job, but who just didn't have the public backing until it was organized on a national basis and standards of the kind that I have referred to were laid down by official professional bodies.

Now that the war is over, the pressure from the Army and Navy is inevitably going to decline, and probably stop to a considerable degree, depending on the size of the camps and their geographical extent. But as was indicated in the Chairman's statement, a very large part of the infections come at home on leave, or on the way between camps, so that the area next to the camp is not so important. Every city in the United States is, in effect, a source of infection.

Under those circumstances, I feel very strongly myself that for the Federal Government to withdraw its moral support and its technical and advisory services at this stage would be running out on a lot of conscientious public officials who are more than anxious to have this kind of moral support. The very fact that you have their support is proof of what I said a moment ago—this is not a case of the Federal Government's attempting to do something that is the local government's responsibility, but it is a case where the Federal Government is giving the kind of leadership, establishing the kind of standards, and giving the sort of public support which it seems to me is its proper function.

There is now a problem which creates a lot of difficulty. When we started in on this, while we were intensely interested in all of the moral issues that were involved—protection of family life and all the rest of them, to say nothing of all the young men who were going into the Army—we felt that it was not necessary for us to attempt to sell the people who were already convinced of the moral issues. The people we had to sell were the hard-boiled people who had always assumed that this was just nonsense. We hammered very hard on the health argument and on the necessity for handling this thing as a public health measure, with the police backing it up 100 percent, and we succeeded on that basis.

Now, fortunately or unfortunately, penicillin cures gonorrhea in 2 or 3 hours, and syphilis in 2 or 3 days. It is true that there are probably 5 to 10 percent who do not yield to that treatment, but when 90 percent do—well, the doctors will tell you a little more about this—but the general public impression is that neither gonorrhea or syphilis is longer a serious disease. Under those circumstances, your health argument becomes much more difficult and you are driven more and more to emphasizing all of the social and family consequences of prostitution and to pound on the kind of rackets and unfortunate similar situations that develop if it is permitted to grow. Under those circumstances, it is all the more important that the Federal Government should give backing to those in local communities who feel that they must do this, but find that without adequate public understanding and backing, they are just stuck. They are out unless they can establish with their community the necessity of continuing this program.

It is under those circumstances that this bill has been introduced, and I want to leave with the committee the strongest support that I can for its approval and passage.

I would only add one thing. The advisory committee, of which I am the chairman, is in a sense a general committee that brings together all of the more technical groups that have been working on this material. It brings in the members of the women's committee. At one stage somebody said to us "Oh, you will never get the women to back this kind of operation," so we set up a women's advisory committee, which includes all of the leading women's organizations. Mrs. Ritchie was going to be here today. Whether she has been able to get here or not, I don't know. She was grounded some place around my city, I believe. She is chairman of the women's committee. The National Advisory Committee of which I am chairman brings together all of these citizens' groups and specialized subcommittees in a general backing of the program of the Federal Security Agency.

(The booklets referred to by Mr. Taft were filed with the committee.)

The CHAIRMAN. Mr. Taft, we not only thank you for coming here today and for the fine statement you have made, but you are deserving of the thanks of the country for the special job you did during the war. We hope you can continue your good work. Thank you very much.

The first panel is P. L. Anderson, director, Department of Public Safety, San Antonio, Tex.; Mayor Harry P. Cain, Tacoma, Wash.; and Charles J. Hahn, secretary, International Sheriff's Association. Will you gentlemen kindly come up, please?

Mr. Anderson, we have your name first on the list here. We will be glad to hear your testimony.

TESTIMONY OF P. L. ANDERSON, DIRECTOR, DEPARTMENT OF PUBLIC SAFETY, SAN ANTONIO, TEX.

Mr. ANDERSON. Thank you. I want to thank the committee for the opportunity of being here. I am struck with the presentation of Mr. Taft in reference to the vice situation in these local communities, and while he was delivering his findings, the thought occurred to me, Mr. Chairman, that vice has never recognized a State boundary, and that is one of the prime reasons why this bill, as I see it, must necessarily pass.

Practically every police department needs support beyond its own resources if it is to carry on a successful repression program. This assistance should come from local as well as from State and national agencies. The average police department has neither the time nor funds to secure the trained technicians necessary under present-day conditions. We all work under fixed budgets, and sometimes they are very fixed.

We found in our repression activities that arresting women and bringing them into court, whence they later returned to the street without a penny, made them fair prey for pimps, panderers, and the first man who could pay their room rent. Conceding that a job might soon be available to a girl, she still needs assistance for a week or two. This seems to be the critical period which determines the first offender's later career. Without this assistance, the homeless and friendless girl will usually accept the course of least resistance and go downstream.

It is somebody's responsibility to see that these girls are given a break if we hope to make progress on this problem and save thousands of unfortunate girls from lives of prostitution. I consider this a challenge which many local communities have failed to meet.

The Social Protection Division aided us in initiating a repression program. It stayed with us when the going got tough, helped organize a working committee which was representative of the community-wide interests, including churches, schools, social agencies, local health departments, our own police department, labor, industry, and so forth, and provided services adequate to handle the job. That committee is still in existence and I would certainly hate to see it dissolved.

Plans made now are being carried out which brought wholesome results in the prevention of promiscuity, the repression of commercialized prostitution, and the redirection and rehabilitation of those already involved. It would have been almost impossible for us to have succeeded in our program without the assistance of the trained workers of the Social Protection Division, and it is now equally essential that we have their continued assistance if we hope to hold and extend the gains made.

If under the order or the law which created this Division "seven league" advances had been made in the repression of prostitution—and the records shows that venereal disease rates have been sharply reduced—then this was a good wartime program. We have been told that we won the war, and I believe that a continuation of this program will better enable us to enjoy the peace. I want to say that as far as this Social Protection Division is concerned, I think it has done and is doing a most splendid job.

I have here a letter from the International Association of Chiefs of Police which I want to introduce and put in the record, please.

The CHAIRMAN. It will be received, Mr. Commissioner, and thank you very much for coming all the way here and giving your encouragement and support to this measure.

(The letter from the International Association of Chiefs of Police follows:)

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE (INC.),
Detroit 19, March 6, 1945.

Hon. CLAUDE PEPPER,
Chairman, Subcommittee on Health and Education,
United States Senate, Washington, D. C.

MY DEAR SENATOR PEPPER: Chief Fred A. Roff of Morristown, N. J., president of the International Association of Chiefs of Police, has forwarded to me your letter of February 28, directed to him concerning the hearing to be held on the social protection bill, S. 1779, March 9, before your subcommittee. President Roff regrets very much his inability to appear before your committee and has asked me, as chairman of the legislative committee, to express to you the position of the International Association of Chiefs of Police with respect to this important legislation.

During the war, our association worked very closely with the Social Protection Division of the Federal Security Agency in the development of techniques of law enforcement against prostitution. One of the outstanding services rendered by this Division was the bringing together of leaders in the law enforcement field throughout the country, which resulted in the formulation of a definite program based on actual experience of local police departments in the control of prostitution. Without the sponsorship of an agency of the Federal Government, State and local chiefs of police would have had no opportunity of getting together to discuss this problem which was so vital to the protection of members of the armed forces and industrial workers.

We feel very definitely that the evils of prostitution and the requirements for rigid police and health control do not pass with the ending of hostilities, and that safeguarding the health of the Nation and curbing juvenile delinquency remain major problems. The continued support of the Social Protection Division of the Federal Security Agency is essential to local law enforcement authorities in eliminating organized prostitution in their communities.

In our opinion, there is no question of the obligation of the Federal Government in providing much needed assistance and guidance to local law enforcement agencies and in furthering cooperation among police, welfare, and other public and private groups within communities in preventing prostitution and in the furtherance of programs to eliminate conditions contributing to sex delinquency. We are unequivocally in favor of the provisions of S. 1779 and urge favorable action on the part of your committee.

Very truly yours,

[S] Donald S. Leonard,
Capt. Donald S. Leonard,
Chairman, Legislative Committee.

The Chairman. Mayor Harry P. Cain, of Tacoma, Wash.

TESTIMONY OF HARRY P. CAIN, MAYOR OF TACOMA, WASH.

Mayor Cain. Mr. Chairman, I would like to generalize for just a minute about the Social Protection Division, and then make several points with reference to a thing that all of us are tremendously interested in, namely, the repression of commercialized prostitution.

The Social Protection Division has helped to unify the conscience and strength of American communities. It has helped to bring together those public and private agencies which in years gone by have been unaccustomed to working together. For a good many decades in America, we have concerned ourselves as a unified Nation in the fields of cancer and tuberculosis, and goodness knows what, but it was only with the beginning of the war that we found any semblance of unity in America with reference to America's blood stream as affected by syphilis and gonorrhea.

There is, to my mind, a growing recognition throughout America that war against commercialized vice must be and is perpetual, and that the unwillingness of any single community to assume its responsibility creates an unfair and unhealthy burden on those American cities which are conscious of the imperative necessity for improving the American character and blood stream. This recognition has caused, in my part of the country, the Northwest section, most communities to welcome participation in local programs by the Social Protection Division of the Federal Security Agency. I think it is likely, Mr. Chairman, that in due time, American communities and States will not find it necessary to ask for and solicit help from the Federal Government in the fields under discussion, but in my opinion as one who works with this and similar problems, that time has by no means been reached.

The third generalization is that the Social Protection Division provides for us in American communities suggested methods which have proven themselves worth while and workable in other communities and under similar circumstances and conditions. As the mayor of a typical American city, I must admit that our city and every other city could pick up from books most of what these gentlemen of the Federal level have come so far out of their way to bring to us, but, unfortunately, it just doesn't work that way. It is as a result of procedures recommended in very recent years by the Federal Government and as the result of Federal encouragement, that, using my city of Tacoma as a mere example, we first had a mayor's committee on repression of commercialized prostitution. Such a committee, which obviously should have been in existence for years but wasn't,

came into existence and did fine work because of that grand relationship which was rapidly achieved by the Federal Government with the States and with local communities.

In due time—in fact, just recently, since the war—this work resulted in the creation of a social hygiene association and what we call the Tacoma Service Committee. It brings together the police, health, and welfare authorities and other public and private operating agencies into a coordinated program. These authorities are aided and assisted by able agents of the military establishments in our area, of which we have Coast Guard, Navy, Army, and Marines. In other communities such an organization is often called a social protection board.

The fourth generalization—and this, I think, is in support of part of what Mr. Taft had in mind—is that the Social Protection Division has helped tremendously to offset and to uncover pressures which never sleep in their campaigns to benefit from graft and corruption throughout America and to live off the flesh of others. The honest, sincere, courageous but very often harassed and worried public official, has been helped immeasurably by the support and assistance he has gotten from the disinterested, informed agents of the Social Protection Division. I think this is a singularly important service. Many times in the past I have seen those in public office who were desirous of sponsoring programs they knew to be good for America, but were unable to do so without help, because of misinformation or lack of knowledge on the part of the communities which they served.

The war, very happily from that point of view, was a tremendously effective force in America, which brought a recognition from outside our communities that these progressive steps must be taken.

With reference to the repression program itself, I have seven observations to make. They result entirely from what has happened not only in the city of Tacoma but throughout the Northwest country. Repression, which was in effect in no Northwest city prior to the war, has now put assembly line prostitution out of business. If you have repression, you don't have the assembly line prostitution, which was so conspicuous in Tacoma, and in San Antonio, Mr. Commissioner, and in so many other places.

Secondly, it has separated from his racket profits the middleman, the madam, the crooked policeman, the real estate shark, the procurer and all such persons.

Third, it has given the honest law enforcement officer—and 90 percent of them obviously are honest—new encouragement to enforce statutes which have been in existence for a long time. Citizens throughout our country are slowly beginning to understand and support true law enforcement partly as the result of the help in repression which we have gotten from the Federal Government.

Fourth, repression has resulted in treating the diseased prosititute as a human being rather than a chattel. We have learned by experience, and by suffering, too, that rehabilitation of those who have made mistakes, and serious mistakes in the past, can become a reality.

Fifth, it has removed influences and monuments to community ignorance and stupidity from the sight of American youngsters who generally assume that what they have seen and what they do in their

early years is both normal and proper—and that, Mr. Taft, is in support of your contention that there is a very deep moral issue at stake as well as a health one.

Sixth, repression has greatly reduced the volume of commercialized intercourse and raised the price. I would say, Mr. Chairman, in support of that contention (I don't know that Commissioner Anderson's experience has been the same), that in 1940 the average price, in fact, the top and almost the only price throughout the Northwest country was $2 from a client to a prostitute. As a result of repression and having girls leave the houses that could be easily found, the average price being charged in Tacoma today (in these cases which we arrest and can discover what has been charged) has gone from $2 to $10 in the space of 5 short years. Perhaps there is inflation in that field too, sir.

Mr. Anderson. Our black market price is about $20.

Mayor Cain. In addition to the $10 rate now being charged, it is almost without exception necessary to employ a taxi, for you can't get to the places which now surreptitiously exist, except by taxi. The taxi driver who takes his clients to an existing house of prostitution does so in violation of the law, and knows it, and therefore he overcharges his client as much as he thinks he can get away with, in addition to which he generally sells him a pint of some sort of water called whiskey at a black market price.

Seventh, repression has importantly and without possible exception lowered the venereal disease rate, and this has been and will continue to be, as I remember it, the American objective. I should like to say in support of that contention—for this is a very practical example—that in 1940 Fort Lewis, which is just outside the city limits of Tacoma by some ten or 12 miles, had less than 10,000 soldiers. The rate of syphilis and gonorrhea among those 10,000 soldiers was ten times as high as the rate for that same military cantonment 2 years later when the number of soldiers had risen from 10,000 to 80,000. In 1940, the city of Tacoma, like most other uninformed American communities, thought it necessary, because it was a seaport town, to support and countenance commercialized vice, and had 35 houses of open prostitution. These were the assembly lines previously referred to. With my own eyes I have seen American soldiers standing, as many as 150 in line around a block, waiting to be served in those institutions which I am afraid American communities, without the help of the Federal Government, would have taken too long a time to recognize as being a blight on the face of this earth. When the rate among 80,000 soldiers went down to something less than two per hundred per year, it was because those 35 houses and their assembly lines had been put out of business. In the Northwest country we hope that they are out of business for good.

I am sturdily, sir, in support of this legislation, and I beseech merely your careful consideration of its merits. Thank you.

The Chairman. Mr. Mayor, we thank you very heartily for coming and for the statement you have made. We know of your good record in this field.

Mr. Charles J. Hahn, secretary of the National Sheriffs' Association.

TESTIMONY OF CHARLES J. HAHN, SECRETARY, THE NATIONAL SHERIFFS' ASSOCIATION

Mr. HAHN. When considering the feasibility of endorsing the continuation of the Social Protection Division, the Board of Governers of the National Sheriffs' Association gave serious thought to all phases of the division's activities during the war and its proposed program as a permanent peacetime agency.

The Nation's sheriffs heartily subscribe to decentralization of government and, generally speaking, are opposed to any increase in Federal or State bureaus which tend to take away from the people the right to local self-government.

This position of the sheriffs can be understood very readily as theirs is the only remaining law enforcement office for which the people have a right to express their preference through the ballot box.

Since the Social Protection Division is not in any sense a law enforcement division, the sheriffs, speaking through their national organization, approve this bill as now drafted.

The sheriffs are proud of their wartime record in the social protection program. We do not believe that the gains made in the fight on the venereal diseases should be lost simply because the war is over. The annual toll of life and suffering taken by these dreaded diseases far exceeds the Armed Services highest casualty rate during any year of the war.

The sheriff's responsibility in the social protection program is very clearly put forth in these two quotations from Combating Venereal Diseases by Hon. Robert W. Kenny, Attorney General of California:

> 1. Much effort in the National venereal diseases control program has concentrated within the cities, where there are large health staffs and police forces. This has caused many VD racketeers to move their operations to the outskirts of the city, or take over a small town hotel, tourist cabins or trailer camp * * * Upon some occasions it has been necessary for sheriffs to enforce the law in small cities because the local officers ignored it. When sheriffs have moved in they have not always received cooperation.
>
> 2. A chief of police is usually controlled in his efforts, however competent he may be, by police commissioners, a city council, or the mayor of a community. These elected officials insofar as they control public opinion direct the efforts of their appointed chief of police.
>
> The district attorney and the sheriff, on the other hand, are accountable directly to their constituents.
>
> Success, therefore, depends upon community enlightenment, under intelligent leadership which both supports and requires of its elected officials a vigorous and orderly enforcement of all measures for the protection of the health, safety and welfare of the public.

In connection with the latter statement, we know that every community gets just exactly the type of law enforcements it wants. We saw that demonstrated during the dark era of so-called prohibition. We see it in states and communities where open gambling flourishes either legally or illegally. In order to successfully prosecute the social protection program, all law enforcement officers must have the support of the people in their community. This requires education of the people to the hazards in prostitution—hazards both physical and moral.

The program of education is one of the functions, in fact, the principal function of the Social Protection Division. That is one of the reasons we advocate the continuation of the division.

More graft, corruption, crime and delinquency is born in the "red light" district of a community than in all other "bad spots" combined. Why tolerate the continuation of these cesspools? The Social Protection Division has proved to be a potent factor in their elimination.

The Social Protection Division has an advisory committee composed of law enforcement officers. This committee has made an outstanding contribution to law enforcement. If, for no other reason, the National Sheriffs' Association would urge the continuation of the Social Protection Division in order to perpetuate this committee. This committee integrates the thinking of outstanding law enforcement officers, and its counsel and advice has proved helpful not only to the Social Protection Division, but to every man and woman in the United States who wears the badge of law enforcement.

The subcommittees on prevention and detention have proved extremely helpful to sheriffs.

Public apathy toward the problem of detention, particularly the detention of juveniles, weighs heavily upon sheriffs who are the chief custodial officers of their counties. Although all States have laws which prohibit, except under extreme circumstances, the detention of juveniles in adult jails, the fact remains that comparatively few communities have provided separate detention facilities for juveniles. Women's quarters in the average county jail are a disgrace to modern civilization, yet the sheriff is powerless to improve either of these two evils without the support of an enlightened public.

Since vigorous prosecution of the Social Protection program brought about the detention of thousands of women, both young and old, who were venereally infected, the matter of detention rightly became the concern of the Social Protection Division and the National Advisory Police Committee.

Through the combined efforts of both, a very valuable pamphlet has been published on the subject. It has had widespread distribution, and I am happy to say that important gains have been made in correcting these two evils in the local detention system.

The National Sheriff's Association heartily endorses the bill for the continuance of the Social Protection Division.

(Mr. Hahn submitted the following telegrams for the record:)

CHARLES J. HAHN, *Executive Secretary,*
National Sheriffs' Association,
644 Transportation Bldg.,
Washington, D. C.

As First Vice President of the National Sheriffs' Association I urge that the Social Protective Division be set up as a permanent agency. There is a growing need for this agency for the common good of all people. I urge you to use all the means at your command to voice my approval that this be a lasting agency.

GUS CAPLE, *Sheriff of Pulaski County.*

During the war a Social Protection Division did an outstanding service in combating venereal diseases and was a great benefit to Army and Navy personnel as well as civilians. It is the opinion of law enforcement officers that the Social Protection Division should be carried on as a permanent agency as this agency can do a great deal for civilians throughout the United States.

FERRIS E. LUCAS, *President,*
National Sheriffs' Association.

The CHAIRMAN. Mr. Hahn, we thank you very much for coming and giving us your testimony.

I regret very much that I am going to be deprived of hearing the direct statements of the members of the other two panels which are scheduled for today, but I have to attend another committee meeting where some executive work is being done. Senator Aiken, a member of our committee, has agreed to continue this hearing.

I do want to thank all of you most cordially for coming here and for helping us to progress this legislation.

Senator GEORGE. Mr. Chairman, I merely came by to evidence my continued interest in this legislation, and I am going to have to go, too.

The CHAIRMAN. Senator, we appreciate very much your honoring us with your presence here.

Senator Aiken will preside for the remainder of the hearing today. [Senator Aiken took the chair.]

Senator AIKEN. We will continue hearing the witnesses scheduled for this morning. The next panel consists of Dr. Snow, Miss Pinney, and Dr. Kain. The first witness scheduled to be heard on this panel is Dr. Snow. Will you identify yourself for the record.

TESTIMONY OF WILLIAM F. SNOW, M. D., CHAIRMAN, EXECUTIVE COMMITTEE, AMERICAN SOCIAL HYGIENE ASSOCIATION

Dr. SNOW. William F. Snow, chairman of the Executive Association of the American Social Hygiene Association; and I am speaking for the board of directors of that association. Two other officers are present, Mr. Alan Johnstone and Mr. Bascom Johnson, who have asked to submit statements.

Mr. Chairman, the American Social Hygiene Association has long been in touch in its field of public health and welfare activities with the medical and public health leadership of the country, and with the legal, welfare, civic and church groups, and educational groups whose representatives are here in this room. Perhaps I should add that the Social Hygiene Association is one of the 12 member agencies of the National Health Council—they are all voluntary agencies—and is known amongst that group as the agency dealing with the venereal diseases. The association has come into close contact with Captain Miller and with all of the units of the Federal Government under his direction, such as the Public Health Service, as well as with the Children's Bureau and other agencies such as the Bureau of Prisons, which have a united interest in this subject of social protection.

At the Federal level, there is an interdepartmental committee, set up with the President's approval, by Governor McNutt at the beginning of the war, to discuss the interrelationships concerned with united action of the Federal Government's bureau in dealing with this whole problem that has been laid so clearly before us by the previous speakers.

I have had the privilege of serving as a citizen member of that interdepartmental committee, and I mention these things in order to say that I am confident that the few paragraphs I would like to read into the record express fairly well the general philosophy, if I may put it that way, which is in the minds of the American public in asking, through such spokesmen as we happen to be at the moment, for approval of this bill.

(Dr. Snow's prepared statement follows.)

Mr. Chairman and members of the committee, as chairman of the executive committee of the American Social Hygiene Association, I was glad to accept your invitation to speak for the bill (S. 1779) introduced by Senators Pepper, George, La Follette, and Taft.

There is urgent need to supplement the great advances in medical and public health control of the venereal diseases by equally important advances in repression of prostitution, and in the promotion of normal family life.

Everyone is familiar with the let-down in united action which follows wars. The excellent Federal social protection program which has been built up during recent years cannot now be abandoned without serious damage to the health and welfare of thousands of communities representative of every State and territory. Some of the witnesses today will give detailed facts and figures on activities, costs, and results of this work, which has already saved the Nation in lives, health, and family well-being many times the investment made in money and personnel services. Others will support their recommendations for continuing the Social Protection Division of the Federal Security Agency with equally convincing data. I want to comment on the reasons why the public health, social protection, and popular education phases of this complex problem must be carried along together.

It was to be expected that the physicians and health officers would first try out and get support for application of our expanding knowledge of how to diagnose and treat syphilis and gonorrhea. It is with great pride and sense of accomplishment that we can now point to the simplification and shortening of treatment to a matter of days instead of years; and health officers can demonstrate their increasing success in discovering cases early and persuading them to continue under treatment until cured. The fine record over the years of cooperation with the States at the request of their governors or other State and local officers is an excellent Federal-State-local example of parallel activities in the field of social welfare which we have under consideration today.

This being the current situation, it is natural that the people now are asking "why be content with finding cases and treating them?—why don't we prevent the spread of these infections, as we do in typhoid fever or smallpox or malaria?" The answer is that this can be done; but since syphilis and gonorrhea are human contact diseases for which we have no natural immunity and no methods of immunization, we must look to the individual for moral conduct and self-control of his sex life, and to the public for safeguarding communities against the promoters of prostitution and sexual promiscuity.

The public is rapidly coming to see that this whole antisocial business of the vice racketeers and their unscrupulous citizen profiteers must be fought with all the determination and resourcefulness that has characterized the professional and technical forces of medicine and public health in their advances. And, too, the public is realizing that the comparable forces for this job are the police, the courts, and welfare agencies concerned with delinquency and other problems of the social protection program. It is the fostering of this idea and the development of united action of Federal, State, and local governments that brings us before you as witnesses from all these representative voluntary groups and agencies to ask your approval of this bill, S. 1779.

Some of the witnesses have referred to the activities of the home and character-building agencies in relation to this social protection program. These are vitally important. They, too, demand development and expansion as rapidly as our parents and educators and our religious and other character-building agencies can devise ways and means for accomplishing this.

It is inevitable that the public is moving steadily toward a well-balanced joint campaign comprising three major divisions:

1. The constructive program for education and moral training, and that goes from the cradle to maturity as it may be fitted into our component parts of education and motivation of conduct, and particularly through home life.
2. The protective program for law and order and social welfare.
3. The health and medical program for conservation of national vitality.

At this hearing, there is little time for discussion of the many ways in which these three groups of agencies have supported each other, as did our heroic land, sea, and air forces during the war; but it should be pointed out that for

the past 6 years military, industrial, and rural areas of the United States concerned with the essential war activities have faced these serious emergencies of mental, moral, and physical dangers to marriage, parenthood, and successful family life; and in all this time the steadying and encouraging influence of the Federal Government's cooperation with the States and their subdivisions has been a vital force. This is the reason why there have been from all parts of the country so many letters and messages, and offers of individuals to come to Washington to testify in favor of continuing these technical and professional social protection services of the Federal Security Agency.

Dr. SNOW [continuing]. Mr. Chairman, I have read this because I have tried to reflect in it the points of view I have heard within the past year, expressed in various ways, by people who want this teamwork. They say, "We must have teamwork in this problem." It has been very clearly brought out by the other speakers, and I think I have nothing further to say.

Senator AIKEN. Thank you, Dr. Snow.

Next we will hear from Miss Pinney who is here in place of Mrs. Ritchie.

TESTIMONY OF MISS JEAN B. PINNEY, DIRECTOR, WASHINGTON LIAISON OFFICE, AMERICAN SOCIAL HYGIENE ASSOCIATION

Miss PINNEY. My name is Jean B. Pinney, and I am Director of the Washington Liaison Office of the American Social Hygiene Association. I am also a member of the National Women's Advisory Committee on Social Protection and am speaking here on behalf of Mrs. Horace B. Ritchie, the chairman of that committee, who is delayed. I am sure she is as sorry as we all are.

Senator AIKEN. And you are from Vermont?

Miss PINNEY. I am from Vermont; Morrisville, Vermont.

Senator AIKEN. Now having got that in the record, we may proceed.

Miss PINNEY. This statement, I think, represents what Mrs. Ritchie would have said, and also the views of members of this National Women's Advisory Committee, which Mr. Taft said comprises a large number of national women's organizations—33 of them, with a combined membership in their State and local branches of about 22,000,000 women. There are a number of representatives of these groups in the room. Besides Dr. Kain beside me, of the American Medical Women's Association, I see sitting in the audience, Mrs. Harvey W. Wiley, of the General Federation of Women's Clubs, Mrs. Theodore O. Wedel of the United Council of Church Women, Mrs. J. Austin Stone of the National Women's Trade Union League, and Mrs. Stanley G. Cook, of the National Congress of Parents and Teachers. There may be other members here with whom I am not personally acquainted.

This advisory committee has been working closely with the Social Protection Division for nearly 3 years, and we are thoroughly convinced of the value of the Federal social protection program and the need for its continuance.

The members of the committee have studied Senate Bill 1779, and we urge that the bill be enacted in its present form.

That prostitution should be repressed, goes without saying. That in order to accomplish this all available forces must be brought to

bear on this problem, is plain. However, I would like to state one reason for continuance of the Federal program which seems particularly important to our committee. Our members are deeply concerned by the increase in sex delinquency and sexual promiscuity during the war years, especially as apparently occuring among very young people. Recently the committee had presented to it a resolution which expressed our concern, and our hope that vigorous steps may be taken toward betterment of these conditions. I would like to read this resolution as recently adopted by one of the committee groups, the National Congress of Parents and Teachers:

Whereas the vitality of the Nation and the welfare of the communities are largely dependent upon the strength and soundness of marriage and family life; and

Whereas both these institutions are threatened by sexual promiscuity which has greatly increased during these wartime years of social dislocation; and

Whereas medical authorities have declared that it is conduct and not medication which lies at the core of the venereal disease problem; and

Whereas sound character training in childhood and youth is the major influence in the promotion of moral standards of sex conduct; therefore be it

Resolved, That the National Congress of Parents and Teachers urge its membership to take an active part in all community efforts designed to raise the standards of community life, to reinforce ethical sex conduct, and to provide suitable training, guidance, and protection for youth.

These principles have been reaffirmed through statements and resolutions by other of the national women's agencies, including the General Federation of Women's Clubs, the National Council of Negro Women, the National Council of Jewish Women, and a number of other important groups, and along with this statement these groups have also adopted special resolutions calling for the continuation of the Federal program of social protection as a strong factor in improving community conditions and protecting young people.

We have faith in our youth. We believe that we have a profound responsibility to them, especially to the young veterans of the war and the home front. We believe that one way in which these young people can be best assisted in the difficult adjustment through which they and all of us, now are passing is by reducing to the lowest possible minimum in community life the vice and disease which spring from prostitution. If we permit a revival of widespread commercialized prostitution, with the inevitable degradation of family life which accompanies this racket, we shall be shirking our responsibility both to youth and ourselves.

Women's organizations have been active in opposing commercialized prostitution for many years. We have continuously cooperated with repressive efforts, nationally and locally. During the last 5 years we have found in the Social Protection Division a new source of strength for securing community action. We believe this source should be maintained as a necessity in the encouragement of sound and wholesome family and community life.

Senator Aiken. Thank you, Miss Pinney.

Is there any representative of the Federal Council of Churches here? (No response.)

Very well, we will proceed to hear from Dr. Kain. Will you tell us, Doctor, whom you are representing here today and identify yourself for the record?

TESTIMONY OF HELEN GLADYS KAIN, M. D., AMERICAN MEDICAL WOMEN'S ASSOCIATION

Dr. KAIN. I am Dr. Gladys Kain, in active practice in Washington, D. C., doing gynecology and obstetrics, and I represent the American Medical Women's Association. And in case the chairman is interested, I was born in Washington, D. C., and have no vote. I can only come up here once in a while and tell Congress how things are.

Senator AIKEN. I know a good many people in Washington have taken out residence in Vermont and other States. We will be glad to admit Washington citizens any time, won't we, Miss Pinney?

Dr. KAIN. I would like to talk from two points of view. Miss Pinney has said many of the things that I know and believe, because I have been on this National Women's Advisory Committee since it was started. I was also one of a small committee of four or five persons who helped the Social Protection Division to write some of the first pamphlets that were put out. As a representative of a national agency, I cannot urge you too strongly to endorse this bill. We need the social protection services and medical women all over the country feel very keenly that the work done in the past few years has helped tremendously in all communities.

From the viewpoint of a physician practicing in our community here I know that Social Protection has helped immeasurably. For a long time I have helped every day with the venereal disease treatment work here. I did it privately before we had public funds to take care of it, and I am still doing it because many people do not wish to go to public clinics. If it were not for the cooperation that we in the medical profession get from other groups as represented here in the Sheriffs' Association, the Police Chiefs' Association, the Social Hygiene Association, and all the rest, we would be unable to accomplish much in this work. National agencies are needed to direct the work to make it function in a way that will be most beneficial to the communities. Unless we have national guidance this whole program will fall down. I urge you to pass this bill.

Senator AIKEN. I am sure, Dr. Kain, that your testimony as a practitioner will carry just as much weight with the committee and be as valuable to the committee as if you did have a vote.

Dr. KAIN. I hope it will, because I am doing active work right here every day in Washington, among the people who are helped by the Social Protection Division. Only this last week while I was relieving down at the clinic we had two or three 15-year-old girls brought back from Florida through the Social Protection organization. Incidents like this occur all the time. As one who works with these girls, coming from all parts of the country I am well aware of this problem. I can see the urgent need for the passage of this bill, more than people who are just hearing about it. I deal with it every day.

Senator AIKEN. I am sure your testimony will be very valuable. I have been here five years myself and from my observations and what I hear, I would judge that Washington, D. C., needs protection as much as many other parts of the country. Thank you.

The next panel consists of Dr. Williams, Dr. Heller, and Dr. Lade. Dr. Williams, will you identify yourself and proceed first with the discussion.

TESTIMONY OF ASSISTANT SURGEON GENERAL C. L. WILLIAMS, UNITED STATES PUBLIC HEALTH SERVICE

Dr. Williams. I am Assistant Surgeon General C. L. Williams, U. S. Public Health Service, in charge of the Bureau of State Services. Dr. Parran asked me to express his regrets that it was impossible for him to appear before the committee. Dr. Parran, in expressing the viewpoint of the Public Health Service, recommends to this committee that this bill be enacted, for two reasons: One, that prostitution is a vicious practice which engenders a large number of associated vicious and criminal practices; and second, because it is a major factor in the spread of the venereal diseases.

Dr. Parran has submitted a written statement to this committee which I believe is already a part of your record. (See Exhibit 1 in Appendix.)

Senator Aiken. Next is Dr. Heller.

TESTIMONY OF DR. J. R. HELLER, CHIEF, VENEREAL DISEASE CONTROL DIVISION, U. S. PUBLIC HEALTH SERVICE

Dr. Heller. Mr. Chairman, the interest of the Public Health Service in this proposed legislation logically is in its effect on V. D. control. As we are aware, V. D. control is an exceedingly complex task, which is made so by several rather human factors. The fear of invasion of privacy, a guilt complex, a fear of deprivation of personal liberty, and, unfortunately, in some instances, a profit motive, are involved so that those steps which need to be taken in V. D. control cut right across certain commercial ventures. It has been axiomatic in public health and in medicine that V. D. control has been primarily a question of treatment. This was especially true just prior to the war and in the early part of the war until the discovery of the drug penicillin, and to a less extent the use of the sulfa drugs. These agents make it possible medically to control diseases from the public health viewpoint, and insofar as possible, to effect a cure. Only time will tell how effective that cure may be.

Senator Aiken. You mean how effective or how permanent?

Dr. Heller. How permanent it would be.

Senator Aiken. I have heard it questioned sometimes as to how effective the cure by penicillin is; that when the cure is effected by penicillin, the disease recurs after a certain length of time, and that eventually penicillin loses its effectiveness. Is that true?

Dr. Heller. No, sir; not exactly, Mr. Chairman. We have found through the study of numbers of cases that a certain small percentage, fail to be "cured." The greater bulk of the cases, however, and as many as formerly were arrested if not cured by other therapies, now are made no longer a public health menace. Another advantage is that penicillin is a safe drug.

Senator Aiken. Do you find that more victims accept the penicillin treatment than were willing to accept the old-fashioned, long-drawn-out treatments?

Dr. Heller. Yes, sir, that is right.

Dr. Williams. Many more.

Dr. Heller. Chiefly, sir, because it is quicker. Treatment of gonorrhea with penicillin in a matter of a few hours effects cure in our experience in 90 to 95 percent of infections, whereas in syphilis, in 8 to 14 days we find that from the public health viewpoint, the disease is effectively arrested, but only time will tell the complete permanency of the cure.

That, then, from the standpoint of V. D. control, has enabled the medical profession to make great strides, but there are other factors involved in V. D. control. Naturally, since we have the drugs and we believe we have the knowledge to apply them, all that remains would be to get every infected person to treatment, and there is where we see the problem. Due to the complex nature of V. D. control, it has been exceedingly difficult to uncover these infections and to keep people from exposing themselves, thereby continuing the chain of infection. It has become apparent to all of us who have worked with this very earnestly, and with much energy, that there must be concerted effort on the part of all the people, since the medical profession cannot do it alone. We find, then, that those methods or those mechanisms which reduce the number of exposures which prevent individuals from exposing themselves and becoming carriers, in turn, are extremely important.

It was demonstrated during the war that those procedures which were placed in effect to repress prostitution, to eliminate delinquency, to control delinquents, to rehabilitate or redirect delinquents and study efforts to reduce promiscuity, were valuable in affecting V. D. control favorably. We have found that the repression of prostitution invariably results in a lowered V. D. rate, so we have stated unequivocally that repression of prostitution is an important control procedure.

Venereal diseases are merely a symptom of a social evil, prostitution, and all of venereal disease does not come from prostitution but from promiscuity, in general. Therefore, many factors which make for promiscuity or increased promiscuity in a population must be subjected to scrutiny and to such control measures as are possible. We know from experience of several techniques, which, if carried out by a community, result in a better standard of morals. These things have been expressed very well by Mayor Cain and Mr. Taft, and enter into the thinking of public health people as a practical control measure. For those reasons, Mr. Chairman, we are intensely interested in the work of character-building agencies and in the desirability of having some central group as a social protection division that can deal with state and local agencies and translate to them the things that are found to be workable from the experience of those who are in a position to know. We believe that this is exceedingly important and desirable.

Senator Aiken. Thank you, Dr. Heller. The next witness on this panel is Dr. Lade. Will you proceed to identify yourself and then go on with your testimony?

TESTIMONY OF DR. JAMES LADE, DIRECTOR OF DIVISION OF SYPHILIS CONTROL, DEPARTMENT OF HEALTH, ALBANY, N. Y.

Dr. LADE. I am James H. Lade, Director of Syphilis Control of the New York Department of Health, and am attending this hearing on this bill in the place of Dr. Edward S. Godfrey, State Commissioner of Health, New York State. Dr. Godfrey was asked by Senator Pepper to attend but was unable to do so, and I have here a letter from him which I should like to read, if I may.

Senator AIKEN. You may read the letter.

Dr. LADE [reading]:

I am happy to submit, in response to your request of February 28, 1946, the following statement in reference to S. 1779, a bill to authorize the Federal Security Administrator to assist the States in matters relating to social protection.

Though few persons except the criminal and the near-criminal favor the practice of prostitution, it is one of the strange phenomena of public opinion that very few citizens will take an active part in stimulating and supporting law enforcement officials who must cope with this problem.

I think that such reluctance stems from the fact that the private citizen feels he is likely to suffer loss of reputation if he claims knowledge of the manner of operation of houses of prostitution, or even of their existence. And when there is no vigorous opposition to the operation of houses of prostitution, there are usually enough reputable tradesmen who profit from legitimate dealings with inmates and operators to make the independent efforts of law enforcement officials unpopular. You are aware, I am sure, that people engaged in this infamous traffic are usually most scrupulous about payment of their bills, and that they are usually willing to pay higher rates of rent and higher prices for commodities than legitimate consumers. Those who thus share in the profits of prostitution are likely to lend willing ear to erroneous information concerning the safety of regulated prostitution.

In connection with our work in the control of the venereal diseases, this department has repeatedly informed local communities of the perils to health which arise from the practice of prostitution. But health officers, being physicians, are frequently unacquainted with the complexities of law enforcement, and, in this State, are without sufficient time to carry through a campaign for repression of prostitution to a successful culmination. They can lend their support to a program, and speak with authority upon the venereal disease aspect, but this in itself is usually insufficient to lead to aggressive law enforcement.

It is through this combination of circumstances that the Social Protection Division of the Federal Security Agency has been particularly effective in New York State during recent years. In six cities the representations of that division and this department have resulted in discontinuance of all organized prostitution and in five others the practice has been reduced to such a degree that the amount of venereal disease transmitted in such places has been negligible during the war years. I have no hesitation in saying that no such results would have been possible without the assistance of the Division of Social Protection. It has been the function of the social protection representative to visit chiefs of police and district attorneys, suggesting methods of law enforcement with which some of them were not acquainted, and to talk with mayors, city managers, and influential local citizens to acquaint them with the facts concerning the existence of prostitution in their communities, and to follow up until promises made were executed.

I would urge that it is particularly necessary that this division be continued, for there is already evidence that ventures will be made in reopening such houses in New York State. It will be possible to discourage such ventures with a relatively small expenditure of time and money, as compared with what will be necessary if new capital is invested and additional people become involved before repression is attempted. This is the strategic time to consolidate and maintain the control of prostitution which has been achieved during the war years. We need Federal assistance to do this. I urge favorable consideration of S. 1779 on this basis.

I would like to add to Dr. Godfrey's statement, if I may, Mr. Chairman, a bit of evidence we have recently accumulated concerning the effect of quick cure of venereal disease upon the program of repression. Study of our reports of cases of syphilis indicates that four out of five cases of syphilis are not discovered until it is too late to help transmission and too late to effect early cure. However effective the treatment method may be, such indices of discovery will cancel, in effect, the greater efficacy of the treatment of the discovered cases.

We have found that the number of admissions to hospitals for complications of gonorrhea, the disabling complications that make for crippling, sterility, and in some cases death, are just as great as ever. These people, when discovered with late complications, will be cured of their infections, but treatment will not repair the permanent damage which may have been sustained before treatment is initiated.

Senator AIKEN. One of the biggest problems, if not the biggest problem, Doctor, is getting people to report for treatment and submit for treatment when they first suspect that they may be infected, isn't that right?

Dr. LADE. Yes, indeed.

Senator AIKEN. I suppose they always have the hope that perhaps they are not going to become infected; and then they are naturally embarrassed, I supose, to report.

Dr. LADE. Yes, I am sure those factors enter in, and I suspect that many of these people don't know that they are infected. It is not a question of ignoring facilities which they know exist, but of not being aware that they have a venereal disease.

I was speaking of complications of gonorrhea—generalized arthritis may produce a complete crippling; the most common complication is sterility produced by infection of the fallopian tubes in the woman; and then gonorrheal ophthalmia, affecting the eyes of children and adults who accidently inoculate their eyes, which may lead to complete blindness. Urethritis occurs in syphilis, and we are very much concerned with the neurosyphilis in upstate New York, in these people who did not become aware of their infections until too late for rapid cures.

In one year, 1939, we found that there were 3,964 people admitted to State hospitals for paresis, just one form of neurosyphilis; that it cost the State of New York $2,555,000 for their care alone, regardless of the earnings loss, and that the capital investment necessary to take care of these people amounted to $16,000,000. Those were only the people who were discovered. Still others in uncounted numbers sustained such infections and died without coming to the attention of the State department of mental hygiene.

Senator AIKEN. We thank you gentlemen.

That apparently concludes the list of witnesses for this morning. The hearing is now adjourned.

[Whereupon, at 11:45 a. m., the committee adjourned.]

APPENDIX

Exhibit 1

Federal Security Agency, U. S. Public Health Service

Washington 14 (Bethesda Station), *March 4, 1946.*

Hon. Claude Pepper,
United States Senate, Washington, D. C.

My Dear Senator Pepper: I regret very much that official business scheduled before receipt of your telegram will prevent my testifying before your subcommittee March 9, when it considers the Social Protection Bill, S. 1779. However, I have requested an official of the Public Health Service especially conversant in matters related to the purposes of this bill to appear on my behalf and answer such questions as members of the Subcommittee may wish to present.

As you know, this country came through World War II without experiencing the sharp increases of venereal disease infection among civilians and military personnel which have characterized our previous wars. A major factor in this achievement was the completeness of the national wartime control program. There was increased effort to find and treat infected persons, and there was coordinated effort to reduce prostitution and promiscuity which are largely instrumental in the spread of the diseases. The responsibility for these important collateral efforts is vested in many community, State and federal agencies and nongovernmental groups not usually concerned with health matters.

Active cooperation was sought and received from courts and police departments, social welfare agencies, church and character-building organizations, recreation and housing interests, and others concerned with the physical, moral, and economic environment in which we live. To secure the cooperation of these diverse elements of our national life, and to provide special technical assistance which was not available from any other source, a Division of Social Protection was set up in the Federal Security Agency. Throughout the difficult war years this organization by its activity in repression of prostitution was of real assistance to the Public Health Service, the Army and Navy, and to the various State and Local health departments who had the responsibility of preventing a wartime venereal disease epidemic.

There is reason to believe, both from medical history and from current reports, that the danger of increased venereal disease is as great now as during the war. This means that the program which proved so successful during the war should be continued wherever possible. The health and medical forces of the country are prepared to do their part, but we cannot achieve success unaided. Prostitution must not be permitted to come back. Every resource to prevent delinquency must be used. Various other community resources must be kept mobilized behind this effort.

In addition to its other valuable purposes, continuation of Federal social protection advisory and technical services as authorized under the provisions of S. 1779 should materially aid the public health services of the nation in their designated responsibility for controlling the spread of venereal diseases.

Very sincerely yours,

Thomas Parran, *Surgeon General.*

Exhibit 2

(Copy of letter on work of Social Protection Division sent by Federal Security Administration to State Governors, compilation of replies received, and several letters sent to Administrator.)

Federal Security Agency,
Washington, D. C.

Dear Governor: Since 1941 the Social Protection Division of this Agency has been carrying on its program of repressing prostitution and promiscuity, re-

directing sex delinquents, and assisting communities in organizing and improving their protective services. Under the provisions of the May Act (Public Law 540, 75th Cong.) these activities have been mainly directed toward the control of venereal disease and conservation of war-essential manpower and the protection of the health of our uniformed personnel.

During the war commercialized houses of prostitution were closed in over 700 communities throughout the country and the incidence of venereal disease was materially reduced. Some significant progress has also been made in the development of redirectional programs and State and community organizations.

It is a pleasure to take this opportunity to express the appreciation of the Federal Security Agency for the assistance rendered our program by you and members of your administration. It is our policy to work through and with the duly elected and appointed representatives of the States. We realize full well that a program such as this cannot succeed without the support and cooperation of our citizens. We see our function as one of providing services to the communities in the form of guidance and encouragement and technical knowledge gained from experience.

Unfortunately, the fight against prostitution is not won. About 27 percent of the communities which closed their houses have permitted them to reopen. Venereal disease infections are again increasing. With the end of the emergency period the pressure of vice interests, whose financial stake is large, is being exerted in increasing tempo on local communities and officials. The return of millions of servicemen to civilian life is taxing severely the protective and health facilities of communities and municipalities throughout the Nation. The economic and social maladjustments in the postwar period are also increasing the incidence of venereal disease.

After four years of experience, the potentially successful methods of eradicating venereal disease are well delineated. With the medical treatment of the disease tremendously improved in recent months, the remaining task is that of combatting its basic cause—sex delinquency.

We are all well aware of the rising curve of juvenile delinquency. Statistics also show that the age level of those persons apprehended for promiscuity and prostitution is continually dropping. Thus, sexual behavior is in large measure a component of juvenile delinquency. Venereal disease is a medical manifestation of this delinquency. Only by directing the community resources toward the prevention of this unsocial behavior and the redirection of delinquents can venereal disease be cut off at its source.

The resources of each community to combat this problem vary. However, the basic constituents are the law enforcement and welfare agencies, the departments of health and education, and private organizations and individuals. It is essential that their efforts be stimulated and integrated so that an organized and unremitting community program will obtain.

As chief magistrate of your State, you can perform an invaluable service to this State and community effort by facilitating the process of organization during the postwar period.

We are asking therefore that you call upon the agencies of your administration and of the several communities within _____ to redouble their cooperative efforts to control prostitution, promiscuity and venereal disease. We are hoping that you will use the prestige of your office to focus the attention of the general public and the available agencies upon the importance and implications of this program. By such leadership you will be performing an invaluable service to the health and welfare of the citizens of your State and of the Nation.

We hope that in the near future you will grant a representative of this agency the opportunity and privilege of discussing this program with you personally.

Yours sincerely,

——— ———, *Administrator.*

State	Reply by—	Comments
Alabama	Secretary to governor	Will be glad to see representative.
Arizona	Governor	Will see our representative.
Arkansas	do	Will gladly see representative.
California	do	Will cooperate in every way (letter sent to Attorney General Kenny).
Colorado	do	Will cooperate (letter attached from Colorado Public Health).

State	Reply by—	Comments
Connecticut	Executive secretary	Proclamation by Governor attached.
Florida	Governor	Will help in every way.
Illinois	do	Will do everything practicable.
Indiana	do	May be assured of continued cooperation.
Kansas	do	Letter referred to proper department.
Kentucky	Executive secretary	Governor will see representative.
Maine	Administrative assistant	Governor will cooperate and see representative.
Massachusetts	Commissioner, health department.	Will be glad to see representative.
Michigan	Executive secretary	Commissioner, department of health will gladly see representative.
Minnesota	Governor	Will gladly see representative and cooperate in every way.
Mississippi	Secretary	Governor will talk to representative.
Nebraska	do	Letter sent to director of health.
Nevada	Governor	Will see our representative (copy of our letter being sent to district attorneys in every county in State).
New Jersey	do	Will continue to cooperate in every way.
New Mexico	do	Will be happy to see representative.
New York	Commissioner of health	Will cooperate to fullest.
North Carolina	Governor	Will gladly see representative.
Ohio	do	Appreciates letter.
Oregon	do	Will talk to representative.
Pennsylvania	do	Will see representative and use authority in interest of decent living conditions.
Rhode Island	do	Can depend on continued cooperation.
South Carolina	do	Will see representative and cooperate gladly.
South Dakota	do	Be glad to meet with our representative.

COMMONWEALTH OF PENNSYLVANIA,
GOVERNOR'S OFFICE,
Harrisburg, February 13, 1946.

MR. WATSON B. MILLER,
Administrator, Federal Security Agency, Washington, D. C.

DEAR MR. MILLER: This will acknowledge your letter of February 5, the subject of which both from the military and from the civilian standpoint always has been of exceeding interest to me.

As Governor of this Commonwealth during a time of great emergency, I have used all means at my disposal to minimize the dangers that surround the armed forces.

I assure you that I shall continue to use the authority that is vested in the office of Governor in the interest of decent living conditions in the State. Prostitution will not be condoned in Pennsylvania.

I shall be pleased to have your representative discuss these matters with the secretary of health and with the commissioner of State police. If I am in Harrisburg on that occasion I shall be glad to see him.

Very sincerely,

EDWARD MARTIN.

OFFICE OF THE GOVERNOR,
Springfield, February 18, 1946.

MR. WATSON B. MILLER,
Administrator, Federal Security Agency, Washington, D. C.

DEAR MR. MILLER: Thank you for your letter of February 5 concerning the program of vice suppression and venereal disease control.

It is my understanding that the Illinois representative of the Social Protection Division has made contact already with the State director of public health and the State director of public welfare in regard to postwar plans as outlined in your letter.

I am confident that the proposals are receiving full consideration and that the agencies of the State government will continue to do everything practicable for the improvement of moral conditions and the control of communicable diseases.

Thanking you for having brought this matter to my attention, I am,

Sincerely yours,

DWIGHT H. GREEN, *Governor.*

THE STATE OF NEVADA,
Carson City, February 13, 1946.

Mr. WATSON B. MILLER,
Administrator, Federal Security Agency, Washington, D. C.

DEAR MR. MILLER: Your letter of February 5, which sets forth the program of the Federal Security Agency in repressing prostitution and promiscuity and redirecting sex delinquents, has been read with interest.

Although I do not have statistics for Nevada at hand, I know, from Federal statistics that prostitution, especially among juveniles and women up to the age of 23 years, throughout the United States, has increased appallingly.

A copy of your letter is being sent to the district attorneys in every county in the State. I am asking that they give me a report on their counties relative to the problems that are being confronted in regard to prostitution in the post-war period. I am also asking that they inform me as to the results of the efforts that are being used to control this vice.

By the time that your representative calls on me in Carson City, I should have a valuable cross section of community thinking on this subject and will gladly discuss the matter.

Very truly yours,

VAIL PITTMAN, *Governor.*

STATE OF OHIO,
OFFICE OF THE GOVERNOR,
Columbus 15, February 13, 1946.

WATSON B. MILLER,
Administrator, Federal Security Agency, Washington 25, D. C.

DEAR MR. MILLER: I have your letter of February 5 relative to your program of repressing prostitution and promiscuity, redirecting sex delinquents, and assisting communities in organizing and improving their protective services. Thanks very much.

This is a program of vital importance to all people.

Sincerely yours,

FRANK J. LAUSCHE, *Governor.*

STATE OF FLORIDA,
Tallahassee, February 8, 1946.

THE ADMINISTRATOR,
Federal Security Agency, Washington, D. C.

DEAR SIR: I want to thank you for your letter of February 4. As Governor of Florida I will do all that I can appropriately to see the good work of the Federal Security Agency in the field of prostitution and veneral disease control continued.

Sincerely,

MILLARD F. CALDWELL, *Governor.*

EXECUTIVE OFFICE,
Phoenix, Ariz., February 18, 1946.

Mr. WATSON MILLER,
Administrator, Federal Security Agency, Washington, D. C.

MY DEAR MR. MILLER: I was pleased to learn from your letter of February 5 that a representative of the Federal Security Agency will come to Arizona in the near future, and that he will outline your immediate public-health program at that time. I will be glad to have him call upon me to discuss the same, and will be pleased to arrange for our health authorities of Arizona to meet with him, should such a conference be desired. Also, if it is his wish, I will call into conference the peace officers of the State.

I am extremely appreciative of the valuable cooperation which the Federal Security Agency has given in the past to our health authorities in Arizona, and I assure you of a continuance of the cooperative attitude on our part.

I am happy to be able to report to you that the incidence of venereal diseases in Arizona has shown a great decline in the last 2 years, notwithstanding a considerable increase in the Arizona population. The Arizona Health Department reports that in ratio to the estimated population of the State, it is their belief that no increase in venereal diseases has occurred since the end of the war.

With all good wishes, I am,

Sincerely,

SIDNEY P. OSBORN, *Governor.*

STATE OF MAINE,
Augusta, February 7, 1946.

Mr. WATSON B. MILLER,
Administrator, Federal Security Agency, Washington, D. C.

DEAR MR. MILLER: Governor Hildreth has received your letter of February 5, 1946, asking him to call upon his agencies and those of the several communities in Maine to redouble their cooperative efforts to control prostitution, promiscuity, and venereal disease.

The Governor is very much concerned over the problems involved in this matter and you may rest assured he will do everything within his power that is practicable to help. He will be very glad to discuss this program with your representative whenever he is here, subject of course to his being available.

In the meantime, your letter is being referred to the commissioner of health and welfare who is being requested to study it and make any recommendations he considers desirable.

Sincerely,

WALLACE C. PHILOON,
Administrative Assistant.

STATE OF NEW YORK,
DEPARTMENT OF HEALTH,
Albany, February 14, 1946.

WATSON B. MILLER,
Administrator, Federal Security Agency,
Washington, D. C.

DEAR MR. MILLER: I wish to acknowledge receipt of your letter of February 5 addressed to Governor Dewey, relating to the program of repression of prostitution and promiscuity of the Social Protection Division of the Federal Security Agency. You may be sure that this department is fully appreciative of the activities of this division in general, and specifically of the work of Mr. Thomas Connolly, your district representative.

We shall continue to cooperate to the fullest extent in this activity, and I have directed Doctor Lade, Director of the Division of Syphilis Control, to plan with Mr. Connolly specific measures which may be taken to curb the undoubted tendency toward a recrudescence of prostitution.

Very truly yours,

EDWARD S. GODFREY, JR.,
Commissioner of Health.

STATE OF NEW JERSEY,
EXECUTIVE DEPARTMENT,
February 6, 1946.

WATSON B. MILLER,
Administrator, Federal Security Agency,
Washington, D. C.

MY DEAR DIRECTOR: Thank you for your letter of February 5 expressing approval of the support of this administration in the program of the Social Protection Division of the Federal Security Agency.

You may be assured the New Jersey Department of Institutions and Agencies, the State Police and other law enforcement agencies will continue to cooperate in this program to combat venereal disease and juvenile delinquency.

Sincerely yours,

WALTER E. EDGE, *Governor.*

EXHIBIT 3

NAVY DEPARTMENT,
OFFICE OF THE JUDGE ADVOCATE GENERAL,
Washington 25, D. C., March 8, 1946.

Hon. CLAUDE PEPPER,
Chairman, Subcommittee on Health and Education,
Committee on Education and Labor, United States Senate.

MY DEAR MR. CHAIRMAN: The bill S. 1779 to authorize the Federal Security Administrator to assist the States in matters relating to social protection, and for other purposes, has been referred by your subcommittee to the Navy Department with request for a report thereon.

The purpose of the proposed bill is to provide for technical and professional advisory services by the Federal Security Agency, upon the request of appropriate State officials, in carrying out measures designed to prevent prostitution and to eliminate conditions contributing to sex delinquencies, particularly in areas where such measures are of importance to military or naval personnel.

The Navy Department considers that measures of this kind are highly desirable as a means of maintaining the health of naval personnel and recommends favorable action on this bill.

There has been insufficient time to obtain advice from the Bureau of the Budget as to the relationship of this report to the program of the President.

For the Secretary of the Navy.

Respectfully yours,

O. S. Colclough,
Rear Admiral, United States Navy,
Judge Advocate General of the Navy.

Exhibit 4

War Department,
Washington, D. C., March 15, 1946.

Mr. Charles Kramer,
Staff Director, Subcommittee on Health and Education,
Room 249, Senate Office Building, Washington, D. C.

Dear Mr. Kramer: This is in reply to a letter from the Honorable Claude Pepper, dated March 4, 1946, with reference to hearings to be held on S. 1779, the social protection bill, by the Subcommittee on Health and Education.

The Social Protection Division of the Federal Security Agency has rendered valuable service in its efforts to control venereal disease. The low venereal disease rate of the Army in the continental United States during this war period has been due in no small measure to the successful efforts of the Social Protection Division of the Federal Security Agency.

The repression of prostitution has been the policy of the War Department for three decades. It is a policy that has been established and followed because it has worked in practice. The Social Protection Division has cooperated with the War Department in the repression of prostitution by (*a*) providing professional associations of law-enforcement officers, chiefs of police, State and local police officers, and county sheriffs with scientific techniques for repressing prostitution and for prevention of conditions and situations which foster promiscuity, delinquency, and prostitution; and (*b*) obtaining the cooperation of National, State, and local business and industrial organizations in this program so that the witting or unwitting "facilitator" has been made aware of his violations of the business codes. The results of this cooperative program was the repression of prostitution in over 700 civilian communities throughout the United States.

It is my belief that the discontinuance of the functions of the Social Protection Division at this time would adversely affect the gains already made by encouraging a resurgence of prostitution, vice, and venereal disease. For this reason it is my earnest hope that the assistance rendered to the Army by the Social Protection Division may be continued.

The Bureau of the Budget advises that there is no objection to the submission of this report.

Sincerely yours,

Robert P. Patterson,
Secretary of War.

Exhibit 5

The State Board of Health of Missouri,
City of Jefferson, February 11, 1946.

Hon. Claude Pepper,
Florida State Senator, Washington, D. C.

Dear Mr. Pepper: My attention has been called to the bill which you recently introduced, S. 1779.

I feel this legislation is absolutely necessary for the future control of venereal infections.

Respectfully yours,

R. M. James, M. D.,
State Health Commissioner.

Exhibit 6

Statement of Bascom Johnson, Director, Division of Legal and Protective Services, American Social Hygiene Association, March 9, 1946

I have had unusual opportunities both here and abroad to observe and evaluate governmental activities such as those contemplated by Senate bill 1779. On the basis of my observation and experience I have no hesitation in urging your honorable body to recommend the passage of this bill.

The effectiveness of teamwork of Federal, State, and local authorities who have found assistance of the Social Protection Division of value, is attested by the fact that more than 700 communities closed red-light districts during the war and thus prevented a vast amount of vice, disease, and corruption among both civilians and the armed forces.

A vast amount of public education and field activities and contacts with State and local authorities by the representatives of the Social Protection Division went into this accomplishment.

Endorsements of the program were secured by this Division from the International Association of Chiefs of Police, the National Sheriffs' Association, the General Federation of Women's Clubs, the National Junior Chamber of Commerce, and others, all of which had definite and important repercussions in the several States and their subdivisions.

The one weakness in this whole program, viz, the necessity of stressing its importance to the war effort, which resulted in its being stamped in the public mind as a war measure, Senate bill 1779 now proposes to remedy. Whatever was valuable in this program and its results during the war is of equal value during the peace.

The maintenance by the Federal Government of sizable peacetime military forces, especially if any considerable part of those forces are required by Federal law to be recruited from young men, involves a direct and inescapable responsibility on the part of the Federal Government to protect and promote the health and welfare of these young men, thus removed from the restraining and helpful influences of home and family life.

The passage of S. 1779 will constitute a recognition by Congress of this Federal responsibility and provide funds for the employment of trained personnel and for their services in its discharge.

The failure of Congress to recognize and discharge this responsibility would help to crystallize public opinion in this country against any Federal legislation providing compulsory military training or service. The passage, on the other hand, of S. 1779 would help to remove the objections to compulsory military training or service now held by many people in this country.

The States and their communities need the cooperation and participation of the Federal Government in establishing and maintaining clean and wholesome evironment for their own citizens as well as for soldiers and sailors to visit when on leave.

It is true that these communities should, as some of them do, recognize the value of such clean environment to their own citizens as well as to the Army and Navy and should not, therefore, need to be convinced or to be assisted by representatives of the Federal Government in establishing or maintaining them. There are still, however, many cities in this country whose citizens have been taught to believe that commercialized prostitution is a necessary evil which cannot be repressed and which must, therefore, be tolerated under some form of regulation.

These erroneous beliefs are particularly prevalent in cities near which more or less permanent Army or Navy stations are located. One of the functions, therefore, of the Social Protection Division sponsored by this bill has been and will be to cooperate with State and local authorities in convincing the citizens of these so-called Army and Navy towns that wide-open prostitution is neither desired by the Federal Government nor good for the health and welfare of any young man or woman, military or civilian; also that prostitution cannot be regulated but can be greatly reduced by law enforcement.

Most States and their communities have welcomed and will continue to welcome the cooperation and assistance of the Federal Government in establishing and maintaining clean and wholesome conditions, once they are convinced that such conditions are beneficial to their own citizens and are desired by the Federal Government.

This is particularly true in certain areas because the normal difficulties of securing and keeping good conditions are greatly increased by the location of thousands of unattached soldiers or sailors in or near those communities.

The underworld always flocks to such areas to exploit both the military and the civilians by every illicit means in its power.

In addition to prostitutes, many unprotected and uninformed young girls follow these soldiers and sailors from camp town to camp town, get into trouble, and spread the venereal diseases.

The law-enforcement authorities are often understaffed and without adequate equipment and facilities to do a good job. They need understanding and support not only from the public but also from other departments of the State and city governments. The Social Protection Division, sponsored by this bill, can help to inform the public, secure its support, and, in general, assist these States and their communities to organize so that each of the four phases of the program—health, education, law-enforcement, and social treatment—may add strength, support, and effectiveness to the others.

Many local communities near Army camps or naval stations need information concerning sound law-enforcement and social-protection policies, for dealing with sex offenses and sex offenders and the new techniques and methods for carrying out these policies as fast as they are developed and prove their effectiveness.

Information of this character, in the field of law enforcement and social treatment, has been collected and disseminated to local authorities by the Social Protection Division in the same manner as the United States Public Health Service gives aid to States and communities in the field of public health. The passage of S. 1779 would permit the continuance of this essential service.

The field agents of the Social Protection Division can, on request, help local authorities to put these new techniques and methods into actual operation.

These field agents have helped and can continue to help build local public understanding and support for both the policies adopted and the methods for carrying them out.

These agents have acted and can continue to act as liaison between local officials and Army or Navy officers at nearly all camps or stations.

In conclusion, I think I represent the opinion of the vast majority of fathers and mothers all over this country when I again urge the favorable codsideration of this bill by the Congress.

Its passage will prove to the States and their communities that their National Government believes that the wartime program of protection of all citizens from prostitution and the venereal diseases was so valuable that it must be continued in peacetime and that the Federal Government not only desires such continuance but is willing and anxious to participate in all measures to that end.

EXHIBIT 7

SOCIAL HYGIENE SOCIETY OF THE DISTRICT OF COLUMBIA,
March 12, 1946.

Senator CLAUDE PEPPER,
United States Senate, Washington, D. C.

MY DEAR SENATOR PEPPER: This society, now in its twenty-eighth year of social-hygiene service in the District of Columbia, strongly endorses S. 1779, the social protection bill.

We realize that the ugly but paying "business" known as the prostitution racket is attempting a come-back from the crippling blows it received from the vigorous law-enforcement program of war days. We know, likewise, that the "business" will seek—and receive—recruits from the host of unstabilized girls and women whose well-paying war jobs now have ceased and who will be faced with the need to find new jobs or to supplement lower peacetime earnings. In essence, our country also has its "displaced persons" problem.

Some communities have the essential laws, the law-enforcement personnel, and the will to cope with the problem. Others, however, vitally need the aid and guidance of a Federal agency in this field. Considering the grave social

and public-health dangers inherent in our Nation's current process of human reconversion, we believe the provisions of S. 1779 will furnish essential tools to minimize these real national hazards that are now so apparent and that will become increasingly dangerous and widespread if given half a chance. And, in conclusion, let's remember that it is in the lower-income brackets and the individuals least able to maintain normal living standards that prostitution finds its human material for exploitation.

Sincerely,

RAY H. EVERETT,
Executive Secretary.

EXHIBIT 8

INSTITUTE FOR THE CONTROL OF SYPHILIS,
UNIVERSITY OF PENNSYLVANIA,
Philadelphia, Pa., March 6, 1946.

Senator CLAUDE PEPPER,
Chairman, Subcommittee on Health and Education,
United States Senate, Washington, D. C.

MY DEAR SENATOR PEPPER: I have had several opportunities, including this most recent one for which your courtesy is responsible, of reading S. 1779. To one who has been engaged in the study of venereal disease, and particularly of syphilis in its medical and public-health aspects, for some 35 years, the necessity for the passage of this bill continuing the social-protective activities of the Federal Government, appears incontestable. Not only does it seem advisable that there be a public agency of national scope, maintained for liaison and reinforcement purposes among the widely scattered units interested in venereal-disease backgrounds and social problems in this country, but it is critically necessary, I believe, that account be taken of new trends in the field of social hygiene and venereal-disease control, which have during and since the war, changed the whole face of the control problem as we previously knew it. It has become clear that despite the tremendous advances for which penicillin, among other therapeutic agents, is responsible in the treatment control of venereal disease, treatment will never be the answer to the problem of venereal-disease prevalence and spread. Even the most hard-boiled public-health officer, whose allegiance to treatment as such has been unshaken for more than a quarter of a century, now finds himself obliged to admit that sexual promiscuity, deeply rooted and very probably gaining even deeper root in the life of this country, is the real source of the spread of disease. Personally, I feel at the moment less concerned with our ability to cope with the disease problem than with our ability to deal with all the forces seeking to extend and abet promiscuity in its vicious influence on civilized life. Certainly there can be no escaping the fact that the grosser and more obvious agencies, including crime, vice, and prostitution, need stamping on even more than they have needed it in the past. Substantial headway has been made again during this war after the lapse between World War I and World War II, but the headway made has been paralleled, if it has not actually been outstripped, by the extension of the problem of unsocial sex behavior, farther and farther down the line into the teen-age population, and farther and farther out into the civil, to say nothing of the military community.

I believe these statements substantiable by an examination of disinterested evidence, and I believe the fact must be made the basis for a new and more determined approach than ever to the moral side of the sex problems of humanity and their venereal-disease accompaniment. Every community needs a new awakening of its moral and civil consciousness, new help and greater help in coordinating and developing its control activities, city-wide, State-wide, and Nation-wide assumption of responsibility for the social protection of its young people in civilian life and its fighting personnel in the armed forces. I would, therefore, urge as a critical supportive measure, the favorable consideration of S. 1779, and its passage by the Congress.

Sincerely yours,

JOHN H. STOKES, M. D.,
Director.

EXHIBIT 9

CHATTANOOGA, TENN., *February 19, 1946.*

HON. CLAUDE PEPPER,
The Senate, Washington, D. C.:

The Health Council Executive Committee, at the February meeting today, passed a unanimous motion *heartily endorsing* the bill *S. 1779* relating to social protection and urging that you take such measures as are necessary to assure its passage.

CHATTANOOGA (HAMILTON COUNTY) HEALTH COUNCIL,
NEIL J. CROWLEY, *President.*

EXHIBIT 10

NEW YORK TUBERCULOSIS AND HEALTH ASSOCIATION, INC.,
New York 16, N. Y.

Re social protection bill, S. 1779.

HON. CLAUDE PEPPER,
United States Senate,
Washington, D. C.

DEAR SENATOR PEPPER: In behalf of the New York Tuberculosis and Health Association, of which I am president, I am writing in support of Senate bill 1779, introduced by you in behalf of yourself and Senators George, LaFollette, and Taft.

The organization just mentioned is the local New York City agency affiliated with the American Social Hygiene Association, and carries on a program directed toward the suppression of prostitution, the prevention of sex delinquency, and the development of public opinion supporting a stable, normal family life. The activities of this organization have brought its members in close touch with the work of the Social Protection Division of the Federal Security Agency. We are therefore familiar with the important protective program which this organization has been carrying on—a program recognized by health, law enforcement, and judicial authorities as playing a prominent part, during the war period, in securing effective cooperation between public officials and private citizens in the State. While there has been some increase in sex delinquency and venereal disease during this period, the combined efforts of public authorities and informed public-spirited citizens have resulted in a maximum of repression of prostitution, and a minimum of sex delinquency and attendant disease. The Social Protection Division has had a large share in bringing about these encouraging results.

Now we have arrived at the most critical time of all. The urge of the war period is gone. Citizen interest and official alertness tend to wane. Those who profit from the proceeds of prostitution are more alert than ever. This opens the way for a possible unfortunate relaxation in sex morals which may easily have very adverse effects upon the health and general happiness and prosperity of the citizens of our State. We need, therefore, now if ever, the aggressive support of the work of the Social Protection Division. We know from the testimony of our public health and law enforcement officials that the activities of this Division have been of great help. Success in the continued repression of prostitution will depend in no small degree, we believe, on the encouragement that State and local officials will receive from this Division in their efforts to control prostitution and remove the conditions which contribute to sex delinquency.

Voluntary agencies, such as the American Social Hygiene Association, acting on a national basis as a central stimulating and energizing force, and supplemented by its State and local agencies in New York, can do much in gathering confidential information with regard to commercialized prostitution, evaluating it and presenting it to the Army, the Navy, the United States Public Health Service, and the Social Protection Division. These organizations can also cooperate with public official agencies in developing public sentiment which will support enforcement. These alone cannot suffice, however. They can be only supplementary to the indispensable official coordinating efforts of the Social Protection Division which are essential not only to secure the effective cooperation of State and local

officials but also to develop ways and means of integrating and bringing all the activities of both public and private agencies into focus upon the problem. The Social Protection Division, with the staff which would be available under Senate bill 1779, also would provide continuous technical and professional advisory services to police, sheriffs, courts, public and private welfare agencies, hotel associations, taverns, and all agencies that are in any way responsible for the prevention of prostitution. Similarly, they would be in a position to cooperate effectively with Army, Navy, and Coast Guard authorities by providing them with information as to conditions especially dangerous to military personnel because of uncontrolled exposure to venereal disease.

For all these reasons, we hope that this bill will have the support of all Members of the Senate. The enactment of this measure is necessary in the interest of public health, public morals, the creation of an environment suitable for the upbringing of children, and the establishment of normal family life. It is also essential for the economic and productive future of the State, which is so closely related to stable contented family life and the maintenance of a healthy citizenry. The appropriation of $700,000 which this bill provides for this purpose, to cover the whole of the United States in this effort, would seem to us a wise and economic expenditure of funds. We believe that the results which would be accomplished by the Social Protection Division, under the leadership of the Federal Security Administrator, would more than justify this expenditure. We earnestly hope, therefore, that the members of the committee which has this bill under consideration will report it favorably, and that it will receive final favorable support by the Senate.

Respectfully yours,

BAILEY B. BURRITT,
President, New York Tuberculosis and Health Association.

EXHIBIT 11

STATE COMMITTEE ON TUBERCULOSIS AND PUBLIC HEALTH,
STATE CHARITIES AID ASSOCIATION,
New York 10, N. Y., March 6, 1946.

In support of Senate bill 1779 "to authorize the Federal Security Administrator to assist the States in matters relating to social protection * * *."

Hon. CLAUDE PEPPER,
Senate Office Building, Washington, D. C.

DEAR SENATOR PEPPER: The State Charities Aid Association of the State of New York recognizes the extremely valuable support and assistance given to its State committee on tuberculosis and public health and its 62 county and city associations by the Social Protection Division of the Federal Security Agency in its venereal disease control work. Accordingly, we respectfully recommend favorable consideration by your committee and the Senate of the above-noted bill.

Medical science in recent years has made a number of discoveries for the detection, treatment, and control of the venereal diseases. Real progress can be achieved if this new knowledge is put to use. The problem of the control of these diseases is, in our judgment, second only in social significance to that of tuberculosis in the entire field of public health. Syphilis, which is the most serious of these diseases, is also the best understood scientifically from the point of view of prevention, diagnosis and care.

The tragic happenings that may follow in the train of this disease, if inadequately treated, cannot be overstated. Among them are many thousands of deaths of infants before birth; thousands of patients in the wards for the incurable and crippled, who sit in wheel chairs year after year or drag themselves about with feeble and halting steps; multitudes of patients in the hospitals for the insane suffering from a special and extremely serious type of mental and physical break-down, until just recently deemed incurable.

The Division of Social Protection, through its representatives distributed throughout the United States and its possessions, has worked in many individual communities in cooperation with the Army and Navy local disciplinary boards, the United States Public Health Service, State and local health officers, State and local police departments, and voluntary health and welfare agencies,

such as ours and our local branches. No one of the above-mentioned agencies is individually equipped singly to control the venereal disease menace, but by careful coordination of efforts they have achieved remarkable results.

The fact that organized prostitution has been reduced to a minimum in America is one of the greatest social contributions of World War II—and we recognize that such achievement would not have been so impressive without the assistance rendered by the Social Protection Division. The closing of houses of commercialized prostitution is an effective means of lowering the syphilis and gonorrhea rates of infection. We know from police authority that through the closing of these houses the number of possible contacts per night is greatly reduced and the resultant VD rates of infection are held down.

Following the First World War, interest in social protection waned and houses of prostitution which had been closed were again "open for business." History should not be allowed to repeat itself. Withdrawal of the Social Protection Division at this time would seriously weaken the bulwark of controls dependent on the coordinated efforts of State, local, and Federal agencies. If the Federal influence is removed, the State and local agencies, especially the law-enforcement ones, will tend to relax their interest and support.

The leaders of one community in this State successfully closed its houses of prostitution after an extensive campaign to arouse public support. So grateful were the residents, particularly the parents of teen-age children, that they immediately asked for some assurance that the houses remain closed. A meeting was then called among city officials, social agencies, the American Social Hygiene Association, and the Social Protection Division to devise ways and means of keeping the houses closed permanently. Measures were considered to educate the community to the hazards of organized prostitution. When prostitution becomes a local tradition it takes more than Federal legislation to completely eliminate it. Only the combined efforts of Federal and State agencies, local health bodies, educators, clergy, social workers, police and other community agencies may eradicate this blight from the American community.

In another New York State community a village official summoned representatives of the nearby Army and Navy installations, his public officials, including health, police, school and welfare, as well as some of the local clergy and the Social Protection Representative. The chief objective of the meeting was an analysis of the community from a health and welfare standpoint. After each attendant at the meeting had given his version of the causes of the high venereal disease rate, a plan of action was agreed upon to control the situation. A representative of the local Tavern Keepers Association who was present agreed with the police chief that certain establishments were encouraging the patronage of unaccompanied teen-age girls and that the practice should be stopped. The Tavern Keepers Association agreed to censure the particular tavern owner first. If his cooperation was not guaranteed, they would refer the establishment to the police, who in turn would take steps through the State liquor authority to have the place closed. The local judge promised to desist from ordering girls out of town, upon learning that the local social service agency had facilities for counselling such girls in an endeavor to direct them into more wholesome and legitimate use of their time. The local health commissioner promised to afford better cooperation to the military authorities, and the school principal explained a program of extracurricular activities designed to keep teen-age high school pupils off the streets at night. The results of the meeting were not just so much lip service, for the venereal disease figures have since dropped by 50 percent due to concerted community action. From present indications the rate will drop further, chiefly because the village has been helped to proceed with its problem on the basis of an organized approach with concrete procedures.

These are just two of numerous illustrations which might be cited to bear witness to the effective work the Social Protection Division is rendering in helping to coordinate available community forces for the improvement of the social conditions within the community.

In upper New York State among younger adults (ages 15 to 20) the number of new cases reported increased 27 percent by 1942 above the prewar figure and the increase by 1944 was 114 percent above the prewar level.

The substantial increase in the syphilis and gonorrhea rates since VE- and VJ-days, particularly among the upper teen-age and the early twenties of American youth is incontrovertible evidence of an increasing moral laxity. Unless this trend is checked by greater vigilance and appropriate action on the part of our law-enforcement agents, stimulated by the Division of Social Protection, by

continuance of "undercover studies," and by an unrelenting and constant pressure exerted on law-enforcement officers through a well-informed and aroused public opinion, the results may be very damaging to individual, family, and community health and well-being.

A factor which may well be contributing to the increase of these VD rates may be the fact that the Army and Navy disciplinary controls, effective during the war, can no longer exert their influence over the millions of service men and women who are being discharged from service and are being assimilated into civilian life. While in the service these young people were subjected to control measures, which included educational and preventive methods, compulsory physical examinations, medical treatment and rigid follow-up. Suddenly they are experiencing a "new freedom" in an environment with few restrictions on their conduct. It seems to us that there is a real need for the continuance of the Social Protection Division in the face of these ominous facts.

The Social Protection Division's New York State representative has cooperated with us in promoting the employment by six upstate cities of policewomen and in the organizing of a refresher course for the total of 19 women so employed. Increase in the number of policewomen during the war years has been a factor in the repression of vice conditions in taverns, roadhouses, dance halls, and in the locating and rehabilitation of juvenile sex offenders. The policewomen in these cities have been doing a creditable work which is drawing attention to itself from other cities in need of such assistance. Here, again, a Federal employee, who sees the over-all picture, is informed on effective measures in one community and the need for them in another, is extremely valuable to State and local agencies working in the field of social protection. This same Federal representative has been able to work directly with local Negro representatives, counseling them regarding their community problems.

The cost and upkeep of venereal disease diagnostic and treatment facilities can be kept within reasonable bounds as long as effective VD control measures are maintained through continuance of the present set-up of coordinated agencies, including the Federal Social Protection Bureau. Elimination of the Bureau at this time would be false economy for increased VD rates are very likely to follow, and that in turn would create a need for the expansion of the present laboratory facilities and other diagnostic and treatment facilities at increased public expense.

Our 62 county and city branches have included social hygiene in their programs of work since 1932 and their work and influence have been considerably strengthened and their programs have become more effective since they have had the stimulation and assistance of the Federal Social Protection Division.

The Army, Navy, United States Public Health Service and the American Social Hygiene Association have all expressed confidence in the arrangements and program established by our society, the State Charities Aid Association. New York State officials interviewed have felt that the existing program represents a pattern of operation and cooperation that should remain intact. They pledged support to our association and to the Division of Social Protection and suggested that the representative of this division visit them at least monthly to discuss particular situations in various parts of the State. This has been done with regularity and has been an effective means of getting action where needed.

All of which is respectfully submitted.

Very sincerely yours,

GEORGE J. NELBACH,
Executive Secretary.

EXHIBIT 12

STATE OF CALIFORNIA, DEPARTMENT OF JUSTICE,
San Francisco 2, March 8, 1946.

HON. JAMES E. MURRAY,
Chairman, Senate Committee on Education and Labor,
Washington, D. C.

DEAR SENATOR MURRAY: As attorney general of California, I have been in a position to observe the effective work being accomplished through the social protection program of the Federal Security Agency. Law-enforcement agencies know that by combating venereal diseases and supressing commercial prostitution, a full-fledged attack is made against one of the several sources of crime.

I consider this program one of the outstanding socially conscious programs being followed in the country today. I trust that you and the gentlemen comprising your committee will see fit to lend your support to Senate bill 1779 which will assure the continuation of the social protection program.

Sincerely yours,

ROBERT W. KENNY,
Attorney General.

EXHIBIT 13

STATEMENT FOR HEARINGS ON S. 1779 BY ROSWELL P. BARNES, ASSOCIATE GENERAL SECRETARY, THE FEDERAL COUNCIL OF THE CHURCHES OF CHRIST IN AMERICA, MARCH 11, 1946.

The Federal Council of the Churches of Christ in America has not considered S. 1779 specifically. However, at its last biennial meeting the Federal Council took action warmly approving "The great service rendered our Nation by the Army, the Navy, Federal, State and local public-health services, the Federal Security Agency, and the law-enforcement agencies and officers of our country in the substantial progress which has been made toward the suppression of prostitution and the elimination of the brothel from many communities."

It seems obvious that the churches would support appropriate measures to provide for continuing at least some of the services rendered by Federal agencies—notably those which are civilian.

I therefore support S. 1779 in principle, on the grounds that Federal leadership is essential to assist in coordinating and supplementing the efforts of the various interested National, State and local agencies. Having represented church interests on the National Venereal Disease Commission for some time during the war, I have had occasion to learn the point of view of the churches on these matters and am confident that there is widespread support for this measure.

The following executive officers of national boards in churches constituent to the Federal Council or of agencies cooperating with the council have read the above statement and concur in my concluding judgment with regard to this bill:

1. Rev. Donald B. Cloward, executive secretary of the Council on Christian Social Progress of the Northern Baptist Convention.
2. Rev. James A. Crain, executive secretary, department of social walefare of the United Christian Missionary Society of the Disciples of Christ.
3. Rev. Ray Gibbons, director of the Council for Social Action of the Congregational Christian Churches.
4. Rev. Joseph B. Hunter, national director, Race Relations of the Disciples of Christ.
5. Rev. Huber F. Klemme, executive secretary, Commission on Christian Social Action of the Evangelical and Reformed Church.
6. Canon Almon R. Pepper, executive secretary of the Department of Christian Social Relations of the Protestant Episcopal Church.
7. Elsie G. Rodgers, associate director of the Department of Social Education and Action of the Presbyterian Church U. S. A.
8. Miss Louise Young, associate secretary of the United Council of Church Women.

MARCH 11, 1946.

ROSWELL P. BARNES.

EXHIBIT 14

THE AMERICAN LEGION,
Indianapolis 6, Ind.

The Honorable CLAUDE E. PEPPER,
Chairman, Subcommittee on Wartime Health and Education,
Senate Office Building, Washington 25, D. C.

MY DEAR SENATOR PEPPER: An important wartime achievement has been the Nation-wide repression of prostitution. Great credit is due the Federal Security Agency for its leadership in the fight against prostitution and flagrant sex promiscuity. During wartime the American Legion has supported this program as a matter of national policy and of local civic responsibility.

Everyone with a genuine concern for political integrity, public health and the control of juvenile delinquency and crime, knows that commercial prostitution must not return. However, vice interests across the land may well have been biding the time of general relaxation. To continue and expand our gains will require the utmost vigilance and effort by Federal, State, and local government, and organized citizens.

Speaking personally, as a citizen and from my experience on the bench, I am, therefore, glad to learn of Senate bill 1779 and urge its speedy adoption. It is important for the Nation's welfare that the experience, know-how, and cooperative relationships of the Federal Security Agency's Social Protection Division be preserved and extended.

Sincerely yours,

RICHARD HARTSHORNE.

EXHIBIT 15

STATE OF MICHIGAN
MICHIGAN STATE POLICE
EAST LANSING
GRAND RIVER AND SEVEN MILE, DETROIT 19, MICH.,
March 6, 1946.

HON. CLAUDE PEPPER,
Chairman, Subcommittee on Health and Education,
United States Senate, Washington, D. C.

MY DEAR SENATOR PEPPER: This is in reference to S. 1779, the social protection bill on which a hearing is scheduled March 9, before the Subcommittee on Health and Education.

I feel that invaluable assistance was given local police departments as a result of the several conferences called by the Social Protection Division, Federal Security Agency, to discuss problems concerning the repression of prostitution. Not only was there a media for the exchange of information among police agencies concerning police procedures and techniques in combating prostitution, sex delinquency, and vice conditions, but as a result of the leadership displayed by this Division, many police departments, becoming more aware of the dangers of "red-light" districts, increased their enforcement activity with results most beneficial to the public.

The value of this proposed legislation in the juvenile delinquency prevention field should not be overlooked.

I strongly urge favorable consideration by your committee to this important legislation.

Very truly yours,

DONALD S. LEONARD,
Superintendent, Uniform Division.

EXHIBIT 16

THE SALVATION ARMY,
OFFICE OF THE NATIONAL SECRETARY,
New York 11, N. Y., February 19, 1946.

The Honorable CLAUDE PEPPER,
United States Senate, Washington, D. C.

MY DEAR SENATOR: Bill S. 1779 introduced by you is one which we believe should be passed in the interest of public health and welfare.

The Salvation Army is deeply concerned with all matters pertaining to community well-being, and continued Federal assistance in social protection will be a strong factor in preserving gains already made.

Sincerely yours,

DONALD MCMILLAN, *Commissioner.*

EXHIBIT 17

NATIONAL COUNCIL OF JEWISH WOMEN, INC., NEW YORK 23, N. Y.

TESTIMONY IN SUPPORT OF S. 1779

In the name of 65,000 members of the National Council of Jewish Women throughout the United States I am writing in support of S. 1779, a bill providing for the continuance of the federal social protection program which is at present only a temporary service.

Our organization has for many years been concerned with the various aspects of the tremendous social hygiene problem that we have today in our country.

Since 1938 we have been operating under the following resolution concerning social hygiene:

"Whereas venereal diseases, cancer, and tuberculosis rank high among the diseases which imperil the health and well-being of the people of the United States, and

"Whereas these diseases may be cured under modern medical treatment: Therefore be it

Resolved, That the National Council of Jewish Women endorses sound programs of National, State, and local health authorities and organizations in the United States which are working for the elimination or control of these scourges."

Our organization recognizes that the Social Protection Division of the Federal Security Agency was able to be of substantial assistance to the States and communities in combating prostitution during the war period. We believe that it is very important that these wartime gains be held. This can be done only if provision is made now for the continuance of this service. Realizing, too, that such services can be completely ineffectual unless they have sufficient resources in funds and personnel, we respectfully urge that these be provided for that Federal agency.

Because it is so important to the public health and welfare of our country, the National Council of Jewish Women respectfully urge that you give your support to S. 1779.

MRS. JOSEPH M. WELT,
National President.

EXHIBIT 18

STATEMENT IN SUPPORT OF THE PEPPER BILL, S. 1779, SUBMITTED BY THE CONGRESS OF WOMEN'S AUXILIARIES OF THE CIO, WASHINGTON 5, D. C.

The Congress of Women's Auxiliaries of the CIO represents the women in CIO families throughout the country. We are deeply concerned in forwarding the social protection program because we know the terrific cost of the ravages of venereal disease.

We believe that it is of great importance to draw lay organizations, and especially women's organizations, into active participation in efforts to combat venereal disease.

That is one of the important functions which has been performed by the Social Protection Division of the Federal Security Agency. Our own organization is one which has been drawn into active support of the battle against prostitution and venereal disease as a result of the information and material which has come to us from this division.

It is most important, we believe, to continue and intensify the work for social protection in our country. Considerable gains were made during the war. They will be lost unless there is leadership by the Federal Government to stimulate continued interest in this work.

A permanent Social Protection Division would have just that function, and for that reason we urge immediate favorable action on S. 1779, introduced by Senator Pepper, and the identical House Bill, H. R. 5234, introduced by Mrs. Bolton.

EXHIBIT 19

STATEMENT PRESENTED BY DR. DOROTHY BOULDING FEREBEE ON S. 1779—A BILL TO AUTHORIZE THE FEDERAL SECURITY ADMINISTRATION TO ASSIST THE STATES IN MATTERS RELATING TO SOCIAL PROTECTION—15 MARCH 1946

My name is Dorothy Boulding Ferebee. I am a practicing physician in Washington, D. C., and the current treasurer of the National Council of Negro Women.

The National Council of Negro Women which embraces 35 national organizations representing 600,000 Negro women, includes in its program vital concern for the welfare of youth and the stability of family life. It studies the problems of delinquency and disease and knows the devastating effects of prostitution and promiscuity. It knows that the cost in illness, in employment losses, in debased character, in undermined homes; in short, in human wreckage, is a staggering price to pay for the lack of adequate measures of vice prevention and control. The council is, therefore, intensely interested in the social protection bill, S. 1779, to prevent prostitution and to provide for rehabilitation of those involved in it, and believes the impact of vice on every phase of national life is a challenge to every citizen to support the agencies working to combat this peril.

There is general agreement that though the problems of delinquency and disease are essentially the same among all groups of people, the problems among Negro people are accentuated and intensified greatly by unfavorable social and economic conditions. It is admitted that limited job opportunities, overcrowded and broken homes, lack of parental supervision, lack of adequate recreational facilities which drive children to the streets and to delinquency, are reflected in the high incidence of venereal disease, in the excessive number of illegitimate births, and in mounting social costs.

This Social Protection bill which recognizes these conditions as stemming from very deep social causes unrelated to race, has particular importance to Negro people. The National Council of Negro Women will welcome any legislative measure to prevent an upsurge of vice which engulfs and demoralizes the youth of the Nation. It heartily endorses the bill and urges its full support and passage.

EXHIBIT 20

WOMEN'S CITY CLUB OF NEW YORK, INC.,
New York 22, N. Y., March 7, 1946.

Senator CLAUDE PEPPER,
Senate Office Building, Washington, D. C.

DEAR SENATOR PEPPER: We want the Committee on Education and Labor to know that the Women's City Club of New York strongly supports your bill S. 1779, authorizing the Federal Security Administrator to assist the States in matters relating to social protection.

We believe that the problems in the field of social protection are as serious now as in wartime and that it is vital for the Federal Government to continue to give leadership and assistance to the States in attacking them.

Respectfully,

MRS. ALFRED WINSLOW JONES.

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